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The Role of Organized Labor in the Vocational Training and Placement of Hard-Core Youth.

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This is a report of a training project conducted in Massachusetts to explore mechanisms through which organized labor might involve itself more fully in new and existing programs for preventing and controlling youth crime. Specifically, the objectives were: (1) to explore the problem of the young offender, (2) to explore what is being done for the young offender and by whom, and (3) to explore what might be the role of labor in these existing programs or what new programs labor might develop. The training project became operative in July 1966 and was subsequently continued until March 15, 1968. This report concerns itself with the following areas of the project: (1) planning, (2) conference, (3) workshops and training sessions, (4) impact and recommendations. Recommendations include: (1) a program of trained, on-the-job counselors, (2) creation of skill centers, and (3) active support by organized labor of legislation pertaining to progressive correctional matters. (CH)

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THE ROLE OF ORGANIZED LABOR IN THE VOCATIONAL TRAINING AND PLACEMENT OF HARD-CORE YOUTH

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Social and Rehabilitation Service
Office of Juvenile Delinquency and Youth Development

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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In Cooperation With

CENTRAL LABOR COUNCILS IN
MAJOR CITIES IN MASSACHUSETTS

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INTRODUCTION

Each year over 100,000 men and women are released from our federal and state correctional institutions. Few of these individuals receive while incarcerated any training to provide them with the skills necessary to compete successfully in the labor market. County houses of correction also provide evidence of a lack of the productive training programs necessary to reduce the high rate of recidivism.

Many youngsters who violate the law and acquire criminal records lack the self-confidence that is necessary for successful employment. Too often in the past they have either encountered failure in their jobs or have found themselves among the unemployed. The feeling of hopelessness and the inability to perform in work tends to give the youthful offender a poor self-image and decreases his motivation towards employment. His desire to experience accomplishment becomes frustrated by the feeling that it is unattainable. The young offender is fearful of failure and distrustful of others. He hesitates to establish relationships because of the many disappointments that he has encountered in the past. Experience has shown that these youth must be helped in developing a sense of obligation to the job, regular work attendance, and a meaningful working relationship with their fellow employees. Many of these youth have demonstrated poor work habits by arriving late for work, taking unauthorized breaks, leaving early from work, not dressing properly, and rebelling against authority. Fortunately, these habits can be corrected, but it requires training, discipline, and a sense of pride in the work undertaken.

The youthful offenders usually do not have adequate education or skills to find jobs that will provide them with an opportunity for advancement. They become discouraged and view themselves as societal rejects, outcasts, and worthless. The only jobs that are available to them are those that require little skill and education--jobs in effect that lead to a state of hopelessness and frustration.

Many of these youngsters are poorly prepared for seeking and obtaining employment. They find themselves unaware of what job opportunities are available and what qualifications are necessary to apply for such positions. Even when they meet the basic requirements, many youthful offenders have difficulty in filling out application forms for employment and taking aptitude tests. Job interviews present a problem for these youngsters because of the difficulty they have communicating with the employer.

The youthful offender needs basic education to prepare himself for undertaking training programs and skills. He must be given the opportunity to maintain his dignity and self-worth as a productive member of society.

Massachusetts is confronted with a serious problem of juvenile delinquency and youth crime. According to official statistics, it is estimated that there are in Massachusetts over 12,000 boys and girls under 17 years of age and more than 32,000 youth between the ages of 17 and 21 whose unlawful behavior results in a court appearance each year. The most frequent offenses committed by the juvenile (aged 7-17) are acts against property such as larceny and theft, whereas the greatest number of crimes committed by youthful offenders (aged 17-24) are automobile offenses. It is significant to observe the most characteristic type of offense for which the youthful offender is committed to the state and county correctional institutions:

Walpole Correctional Institution--more committed in 17-24 age group for armed robbery than any other offense. The population of this institution is all males.

Concord Correctional Institution--more committed in 17-24 age group for breaking and entering and larceny than any other offense. The population of this institution is all males.

Framingham Correctional Institution--more committed in 17-24 age group for stubbornness than any other offense. The population of this institution is all females.

Jails and Houses of Correction--more committed to jails and Houses of Correction in 17-24 age group for violating motor vehicle laws than any other offense. The population of these institutions is mostly males.

The cycle of crime has been self-generating because of a lack of total community intervention. A major community resource which has been seriously neglected in this respect has been the labor movement. Organized labor has been enlisted in a war against social problems since its inception, but it has been widely observed that its role in programs designed to prevent and control youth crime has not been clearly defined. This is a report of a training project conducted in Massachusetts to explore mechanisms through which organized labor might involve itself more fully in new and existing programs for preventing and controlling youth crime.

The training project became operative in July of 1966 and was subsequently continued until March 15, 1968.

This report will concern itself with the following areas of the project:

A. Planning

B. Conference

C. Workshops and Training Sessions

D. Impact and Recommendations

DEVELOPMENT OF PROPOSAL

The Labor Relations and Research Center at the University of Massachusetts has as one of its responsibilities the focusing of attention on areas of social concern that confront labor in Massachusetts. Attention is also directed to those issues throughout our society that have relevance for the labor movement.

With recognition given to the growing concern for the need of total community participation on the war against crime, the Labor Relations and Research Center undertook with the aid of an assistant professor in the Sociology Department at the University of Massachusetts the drafting of a proposal that would help involve organized labor in reducing and controlling youth crime. During the exploratory stages of this proposed project, attention was given to the lack of opportunity for meaningful employment for hard-core youth. By definition, this category consisted of young men and women who were products of a "culture of poverty" and who had violated the laws of society.

After considerable consultation with the Office of Juvenile Delinquency and Youth Development of the Welfare Administration of the Department of Health, Education, and Welfare, the following broad objectives for the training project were agreed upon:

1. To inform the leadership and membership of labor unions in Massachusetts about the federal, state, and local resources available for the training and placement of hard-core youth.

2. To inform the leadership and membership of labor unions in Massachusetts about the efforts already being made by unions in the state and throughout the country in regard to aid for hard-core youth.

3. To assist leaders in organized labor to develop new concepts of roles that union leaders might adopt in helping deprived youth.

4. To provide workshops and technical assistance in developing new roles and activities to aid youth in six labor market areas within the state.

5. To provide consultative services to union leaders in regard to overcoming obstacles to the entrance of hard-core youth into opportunities for training and employment.

6. To provide assistance to labor groups in opening new opportunities for training and placement of delinquent youth.

7. To determine whether the training model is an effective device in orienting the attitudes and behavior of labor personnel in working with the needs of hard-core youth.

The training project was to be a joint exploration by the project staff and union personnel of the opportunities for organized labor to expand its leadership and activities in existing programs and to develop new programs for handling the problems of hard-core youth. This training project attempted to transmit both an educational and action component to organized labor. It was expected that organized labor would utilize the information imparted by the project's staff and community resources to involve itself in a more meaningful role in programs for hard-core youth.

As an innovative program in the organization of community resources, this training project had as its primary target group the personnel of labor unions. They were of particular concern because this group had not previously been well integrated into programs for the prevention and control of youth crime. The ultimate target group consisted of those youth who had an experience of or had a high likelihood of involvement in the violation of the law; namely, hard-core youth. To the extent that integration required the establishing of meaningful relationships with already active groups, the leaders of community agencies and community action groups would also be involved in the project.

A. PLANNING

The planning stage of the training project concerned itself with four areas:

1. Soliciting the participation of persons in the labor movement in Massachusetts
2. Recruiting speakers and resource persons for the conference
3. Developing materials for the conference and workshops
4. Establishing "benchmark" criteria for evaluation

SOLICITING PARTICIPATION

Defined Objectives

It was the intention of the project's staff during the first phase to establish contact with persons in the labor movement in Massachusetts in order to gain their participation in a state-wide conference and local workshops. The staff and the Advisory Council of the Labor Relations and Research Center would provide bases for such initial contacts. The program director and the field representatives of the project would then have the responsibility to continue these contacts with leaders of the labor unions on the state, city, and local levels.

Although it was anticipated that commitment and involvement would in all probability be less direct for leadership at the higher levels in organized labor, it was not implied that higher leadership would exclude itself completely from direct participation. The focus in programs of training and placement, however, was expected to occur at lower levels of organization within the labor movement--on city and local levels. The cooperation of state leaders was desired to legitimate further the efforts of the project and to make possible a coordination of activities among areas.

An attempt was to be made to approach the following persons to participate in the conference as representatives of the labor movement in Massachusetts:

the president, the two executive vice-presidents, and the secretary-treasurer of the AFL-CIO State Labor Council (all of whom are currently members of the Advisory Council of the Labor Relations and Research Center); the executive board of the state organization of the AFL-CIO; the chairman of the Massachusetts AFL-CIO Community Services Committee; the fourteen labor community service representatives of city labor councils and selected local union leaders.

It was also felt necessary to gain the cooperation of labor unions that appeared most likely to be receptive toward greater involvement in programs for hard-core youth. Although the best long-range strategy appeared to be to begin with the more receptive and to expand toward the less receptive, it was not to be the intention of the project to limit itself to particular labor groups.

The aim in soliciting the participation of persons in the labor movement would be to involve persons not only through participation in the conference, but also through commitment to workshops and other long-range aspects of the project.

Achieved Objectives

The program staff concerned itself with informing labor groups as to the nature and purpose of the training project with the objectives of soliciting their support of the project's goals and seeking delegates for the conference.

Support of the Project

Obtaining support and endorsement of organized labor in Massachusetts for the goals of the project involved an educational process. Focus during the early months of the project was given toward developing labor's knowledge and understanding concerning:

1. The problems of youth crime
2. The relationship of employment and youth crime

3. Labor's responsibility in the prevention and control of youth crime.

An additional concern during this period was to determine labor's level of knowledge and their attitudes and current practices toward the prevention and control of youth crime.

In attempting to initiate greater involvement by organized labor in assuming a more active role in the prevention and control of youth crime, it was necessary at the outset to obtain the endorsement and cooperation of the Massachusetts State Labor Council.

Following contacts with the president and the secretary-treasurer of the Massachusetts State Labor Council in early July, 1966, the program director drafted a letter soliciting the support of the Council and appended to the letter a statement describing the aims of the project. At its meeting on July 20, the Council authorized the Community Services Activities Committee to meet with the program director and to report their decision on the matter of cooperation with the project to the executive officers of the Council. The immediate effect of this mandate was the initiation of close contact between the program director of the project and the chairman of the Community Services Activities Committee.

The chairman of this committee who was also a vice-president of the State Labor Council was unable to call a formal meeting of the committee to discuss the merits of the project until the middle of August because their official meetings were suspended during the vacation period of the members. However, the chairman acknowledged the need and value of allowing the program director to seek and provide information concerning the project by interviewing the United Fund labor representatives who were members of the Community Services Activities Committee. It was understood that this would only be an exploratory stage and that no final decision as to the acceptance of the project would be voted on until the committee met as an official body.

During the latter part of July and the first two weeks in August of 1966, the program director interviewed these United Fund labor representatives and executive officers of the local central labor councils to whom she was referred. The response the program director received during this period was encouraging. Although certain obstacles were perceived by those labor personnel interviewed, they expressed a sincere interest in exploring the matter further.

On August 17, 1966, an official meeting of the Community Services Activities Committee was held to discuss the project. In attendance were the president and the secretary-treasurer of the State Labor Council, members of the committee, and the program director. After discussing the project, the committee voted unanimously to recommend acceptance and directed the chairman to inform the State Council of this decision. The meeting of the State Labor Council in the following week accepted the report of the committee and voted to support the project. The State Labor Council also at that time submitted the names of two persons as candidates for the positions of field representatives of the project. These two labor persons were acceptable to the project staff and were employed on September 19, 1966.

On September 7, the Community Services Activities Committee voted to constitute itself with members of the project's staff into a planning committee to implement the desired goals of the project. During this meeting, the planning committee decided the date, the place, the format, the speakers, and the method of notifying its membership for the conference.

Immediately thereafter, the State Labor Council drafted and sent a letter of support and endorsement of the project to the AFL-CIO affiliates. The program director, who was a union member, and the two field representatives of the project's staff proceeded to contact the central labor councils and local unions in the target areas of Boston, Springfield, Lowell, Lawrence, Lynn, Haverhill, Fall River, New Bedford, Worcester, and Quincy.

The purpose of these contacts was to seek labor's endorsement of the project and solicit delegates to a state-wide conference.

In October, the Massachusetts State Labor Council submitted a resolution at the State Labor Convention to adopt the goals of the project. This resolution which was unanimously accepted read as follows:

Resolution No. 38

taken from

Ninth Convention MASSACHUSETTS STATE LABOR COUNCIL, AFL-CIO

October 4-6, 1966 Boston, Massachusetts

ENDORSEMENT OF PROJECT ON LABOR'S ROLE IN THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

WHEREAS: The late President Kennedy, by Executive Order, established the President's Committee on Juvenile Delinquency and Youth Development to propose programs for the control and prevention of juvenile delinquency, and

WHEREAS: Congress, acting on the proposals of this committee passed the Juvenile Delinquency and Youth Offenses Control Act for prevention and control of juvenile delinquency, and

WHEREAS: Labor, through the Community Services Department, has participated in and caused to be successful, various programs for the good of its members and the community as a whole for many years, and

WHEREAS: The Office of Juvenile Delinquency and Youth Development, in the Department of Health, Education, and Welfare, has funded through the University of Massachusetts, Labor Relations and Research Center, a project to explore the roles labor can play in programs for the control and prevention of delinquency and youth crime,

NOW THEREFORE BE IT RESOLVED, That this convention endorse this project, and

BE IT FURTHER RESOLVED, That this convention encourages all affiliated bodies to participate in and exert a direct influence in community efforts to control and prevent juvenile delinquency and youth crime.

(Submitted by the Community Services Committee of the Massachusetts State Labor Council, AFL-CIO)

During this stage of the project, priority was given toward providing a meaningful working relationship with organized labor in Massachusetts. As a consequence, the project's schedule was somewhat revised to meet this necessary condition. However, this slight modification was in accordance with the long-range aims of the project.

Although delegate recruitment for a state-wide conference often occurred during the period of gaining support for the project, it was not until the later part of October that an intensive effort was given to this endeavor.

Methods of Communication

The regular mailing list of the Massachusetts State Labor Council was used to distribute a letter to AFL-CIO affiliates on September 15 endorsing the project, a registration letter and program brochure on October 29, and a final postcard reminder on November 21.

There were letters sent out by the offices of at least two internationals (International Union of Electrical Workers and United Rubber Workers of America) and telephone communications by others.

There were an additional twenty letters that followed telephone calls revealing that some offices had not received the program brochure. Such letters were either to individual locals or to individuals who were district or regional leaders in charge of several locals.

The personal conversations, appearances at executive boards, and similar activities by the program staff were numerous during this period. These contacts were often made in order to stimulate the local leaders to continue the effort of recruiting delegates. Many delegates were recruited by the local Community Services Activities Committee's chairman, the United Fund labor representative, and the central labor council officers. In the final days prior to the conference, telephone calls were made to various labor groups listed in the labor directory in an effort to secure further participation at the conference. These total efforts in recruiting delegates resulted in 131 labor persons in attendance at the conference.

Nonlabor Participant Observers

The activity and concerted effort expended to recruit labor personnel for attendance at the conference made it impossible to devote consistent action toward an intensive recruitment of nonlabor delegates. However, each target area was represented at the conference by a variety of social service agencies. The total number of delegates representing these agencies was 45.

RECRUITING SPEAKERS AND RESOURCE PERSONS

Defined Objectives

In preparation for the conference, the project planned to approach distinquished and knowledgeable persons in relevant areas. The staff was to invite as speakers of stature from the labor movement and the field of social services on the federal, state, and local levels. The project would seek to have representatives from such agencies of the state government as the Division of Youth Service, the Division of Vocational Education, and the Division of Employment Security. Further, the project planned to have representatives from the Community Action Programs of the various cities.

The staff of the Labor Relations and Research Center and the project staff would also participate in the conference.

Achieved Objectives

Principal Speakers

The Planning Committee voted to invite Mr. Leo Perlis, national chairman of the Community Services Committee as a principal speaker at the conference. The chairman of the Planning Committee extended this invitation and it was accepted by Mr. Perlis. Invitations were also extended to the following persons and each accepted: Mr. Jack Howard, Administrator of Neighborhood

Youth Corps, Department of Labor; Mr. Bernard Russell, Director of the Office of Juvenile Delinquency and Youth Development, Department of Health, Education, and Welfare; Mr. Valentine Murphy, President, Boston Central Labor Council, AFL-CIO; Professor Ben B. Seligman, Director of the Labor Relations and Research Center, University of Massachusetts; Mr. James Loughlin, Secretary-Treasurer, Massachusetts State Labor Council, AFL-CIO; and Professor Robert Stanfield, Assistant Professor of Sociology, University of Massachusetts.

Panel Members

The Planning Committee had voted to invite ten knowledgeable individuals in the areas of labor and social services to sit as resource persons on a panel at the conference. This panel was composed of Mr. Joseph Foley, Deputy Commissioner, Probation Department; Mr. John Fitzpatrick, Deputy Commissioner, Correction Department; Mr. George Keefe, Supervisor for Special Services, Parole Board; Dr. Francis Kelly, Director of Psychological Services, Youth Service Board; Mr. Gregory Tragellis, Chief Social Worker, Division of Legal Medicine; Sheriff Edward Dabrowski, Bristol County; Mr. Henry Mascarello, Executive Director, United Prison Association; Mr. Thomas Flood, Action for Boston Community Development, Manpower Division; Mr. Walter French, Director and Job Development Coordinator, On-the-job Training Program, I.U.E. District No. 2; Mr. Lawrence Sullivan, Secretary-Treasurer, Boston Central Labor Council.

DEVELOPING MATERIALS

Defined Objectives

It was expected that the project staff in the first and subsequent phases of the training project would develop materials for use at the conference and in workshops. They were to develop documents on the nature of delinquency, on delinquency in Massachusetts, on the relationship between delinquency and opportunities for employment, on the role of vocational training and placement in controlling delinquency, on the extent to which labor already participates in programs of vocational training and placement, on the availability of mechanisms for developing new programs of vocational training and placement, on the characteristics of hard-core youth, on problems in developing work habits in hard-core youth, and on problems in teaching skills to hard-core youth.

Achieved Objectives

The research staff prepared information sheets covering topics on juvenile delinquency and youth crime in Massachusetts, statistical data on juvenile court appearances in Massachusetts, the relationship between crime and employment, characteristics of the youthful offender, legal procedure affecting the juvenile delinquent and youthful offenders in Massachusetts, and a directory of programs and legislation through which organized labor could provide assistance for the young offender. This material was distributed to the Planning Committee, to the participants at the conference, and to participants in subsequent workshops and training sessions.

In preparation for the conference, the project staff included in an appropriate jacket, in addition to the information sheets, other materials and pamphlets that had relevance to the topics of delinquency and vocational training programs. This informational data was intended to provide the labor personnel with a greater insight and understanding of the problems of delinquency, the unique characteristics of the young offender, the value of vocational training, and the availability of programs in preventing and controlling youth crime.

ESTABLISHING "BENCHMARK" CRITERIA FOR EVALUATION

Defined Objectives

The staff of the project, in its meetings with labor leaders during the initial phase of the project, planned to discuss the problems of delinquency, the relevance of vocational training and placement, the nature of existing programs and the possibilities for greater involvement by labor. The attitudes expressed by labor leaders in these first encounters would constitute "benchmarks" for evaluating changes in attitudes during the course of the project.

Achieved Objectives

During the first phase of the project, the program staff recorded their conversations with labor personnel on prepared contact and attitude forms furnished by the research director.

Labor leaders in Massachusetts were contacted by the program staff to determine the nature of current involvement by organized labor in the vocational training and placement of hard-core youth. With the exception of certain individual unions participating in the established Manpower Development and Training Act program and the informal involvement by a few union leaders, there appeared to be no organized participation among unions in providing vocational training and placement of hard-core youth at that time in Massachusetts.

Contact was also established with union leaders to elicit their attitudes towards the problem of delinquency, the relevance of vocational training and placement, and the possibilities for greater involvement by organized labor.

For the purpose of conducting these interviews, the staff focused attention on these issues only to provide the interviewer with guidelines in eliciting the desired information.

In obtaining "before" and "after" measures of attitudes expressed by labor leaders, the program staff introduced the following questions into conversations:

1. What do you attribute to be the cause or causes of juvenile delinquency?
2. What do you feel would be positive approaches toward the prevention of delinquency?
3. What do you think of vocational training and placement as an approach for the prevention of delinquency?
4. What kinds of vocational training programs do you feel are particularly effective?
5. To what degree, in your opinion, have unions been involved in vocational training and placement? How might this be changed?
6. Are there any obstacles that you would expect in carrying out a program involving labor unions in the vocational training and placement of hard-core youth?

These questions did not form a fixed interview schedule but rather constituted checkpoints by which the staff member could determine whether a full range of opinions had been expressed. At some time in the course of the contact with the labor leader, the staff member sought to raise the issue represented by each question. This sequence was not rigidly adhered to, but rather the staff member raised issues as the drift of the contact made them relevant.

Following a contact a staff member recorded in writing as much relevant material as could be recalled, using one or more forms provided for the purpose. All contacts were summarized on a contact report, and those contacts which provided relevant baseline data were summarized on an attitude form.

The responses to the research questions were elicited from a limited number of labor leaders in Massachusetts. At the outset of the training project, the program staff conducted the questioning in an informal face-to-face contact to determine labor's initial attitude. Due to heavy demands of program and the termination of employment of the two field representatives on February 9, 1968, however, the program director alone conducted the final questioning by telephone with a number of the same labor leaders. Although the attitudes expressed by a small number of selected labor leaders interviewed may not be truly representative of the attitudes of labor leaders in Massachusetts and may not represent the attitude of the rank-and-file members, they do provide some indication of the impact of the project on attitudes.

In determining attitudinal change at the termination of this training project, the following areas had been explored with labor leaders:

Causes and Control of Juvenile Delinquency and Youth Crime

Generally speaking, labor leaders expressed a variety of responses with respect to causes for delinquency and youth crime. Initially, they stated that these youngsters lacked discipline, supervision, guidance, and recreational facilities. The interviewer received such responses as:

> ...it comes down to the parent and lack of supervision. The parents don't know where the kids are or what they are doing.
>
> ...kids spend too much time hanging around doing nothing.
>
> ...there are no playgrounds...no centers where everyone can gather...no "big brothers" to set kids straight, to teach kids to fight in the gym, not in the street.

Similar attitudes were expressed by union personnel for the causes of juvenile delinquency at the termination of the project. The following remarks were elicited:

> ...I would say that there is too little attention paid to the children both at home and in school. There are also so few recreational facilities.

> ...all the social changes, working parents and lack of discipline.
>
> ...lack of things to occupy kids physically and mentally.
>
> ...lack of opportunities for education, poor conditions in the home.

Personal direction, guidance, constructive use of leisure time, and recreational facilities were initially perceived as positive approaches toward preventing and controlling delinquency and youth crime. Some of the comments recorded were:

> The delinquent youth needs a person in the neighborhood who will take an interest in him.... He needs a big brother and sister type of guidance.... The youth needs camps with counselors specially trained in athletics and other activities.
>
> Keep the kids busy and supervised.
>
> Kids need control.

Although a labor leader indicated that the young offenders "need jobs to stay out of trouble" and another union official stated that "making it possible for the delinquent to get a job would help the problem," the general responses did not focus on jobs as a controlling factor in preventing and controlling youth crime.

The interviewer also explored the area of control and prevention of delinquency and youth crime with labor leaders at the termination of the project and received such comments as:

> Keep the parents from working.
>
> Kids must have education.
>
> The Big Brother outfit is good. A kid has someone to go to.
>
> Change the conditions in his surrounding communities and in the schools.

The theory underlying this training project conceived of organized labor providing the hard-core with real opportunity for suitable employment. It assumed that the young offender would be better prepared to be integrated into society if he received training and opportunity for suitable employment. The project staff attempted to educate the trainees towards the internalization of this "opportunity theory."

The responses elicited from labor leaders at the termination of this training project suggest that no significant change occurred in attitudes towards the causes and control of delinquency and youth crime. However, it was observed that when the distinction between juvenile delinquent and young offender in respect to age was introduced in questioning by the interviewer at the termination of the project, the following comments were recorded as controlling measures:

> I would say suitable jobs...the right job for the right boy.
>
> They are not prepared for jobs and can't get decent jobs.

Although these particular labor leaders did not associate employment as a significant factor in controlling youth crime with the juvenile delinquent who by law is under 17 years of age, they did perceive a relationship existing between employment of the young offender over 17 years of age and controlling youth crime.

Vocational Training and Placement

Labor leaders continued to verbalize vocational training and placement as an approach for the prevention and control of youth crime when such factors were introduced by the interviewer. Comment initially expressed such as "sure it should be done" and "it's having a job that counts" were reinforced at the termination of the project by the following responses:

> Yes, it would help very much.
>
> Absolutely...vocational training programs should be expanded.
>
> Vocational training is a big need for these youth. They need to be trained to take jobs that are skilled.

Both vocational training and placement were introduced as significant factors in preventing and controlling youth crime to the trainees during the project. The trainees were members of the industrial trades and not members of the building trades. They verbalized the importance of vocational training as a preventive measure of youth crime but identified more with on-the-job training and placement. Recorded comment indicated this association:

> Kids should be trained in the factory for jobs that are open.
>
> On-the-job training is very important.

Obstacles to Carrying Out a Program Involving Labor Unions

Among the sentiments initially expressed by labor leaders as obstacles that might be encountered were:

> Employers will not hire these kids.
>
> There is difficulty in getting the kid with a record bonded.
>
> There are a lot of projects that labor rejects, not because they are not good or could not be improved to meet the satisfaction of the unions, but they don't consult properly in the beginning stages of planning. Agencies tend to rush ahead and ignore unions until plans are far along in the planning stage and tend some times to treat unions as though they were rubber stamps and that approval should come automatically.
>
> Labor leaders are terribly busy. It's a question of how much they can give of their time.
>
> With building trades there is a habit of keeping control within its own circle.

In summary, labor leaders initially identified employer-related obstacles and labor-related obstacles existing to effectively implement a program involving labor unions in the vocational training and placement of hard-core youth.

At the completion of this training project, the majority of labor leaders interviewed indicated that there were no real obstacles in implementing programs involving labor unions. However, they did express similar sentiments as originally recorded:

> There are no obstacles to the involvement of labor, except that there needs to be a continuation of some committee that will spur on the labor movement. We are all involved and busy, and if we are left to ourselves we will return to the old traditional ways of taking care of problems.
>
> There are no obstacles as long as unions are approached and made a part of the program from the beginning. When the unions are ignorant of the program or when the people are ignorant of the unions, the unions become afraid of errosion of standards.

There was also evidence at the termination of the project to indicate that a number of labor leaders still perceived management as a possible obstacle in employing the young offender. The following comments support this position:

> Some personnel managers are anti-union; they wouldn't want the union to get the credit.
>
> I don't see any trouble for labor being involved. You have to get the employers involved.
>
> There are no obstacles as far as labor is concerned. The thing is to get management to hire.

It would appear from the attitudes expressed by labor leaders that they perceived the need for personal direction, parental supervision, education, constructive use of leisure time, and recreational facilities as being paramount in the prevention and control of youth crime. However, at the termination of the project, certain labor leaders indicated an association of jobs for older youth as a controlling measure for youth crime. Although there exists no significant change in attitude toward the causes and control of juvenile delinquency and youth crime from the outset of the project to its termination, there has occurred a significant change in action towards involvement and commitment in certain localities. This apparent paradox between attitude and action towards employment opportunity might be explained by labor leaders perceiving employment generally as an essential factor in society and failing to associate the lack of it specifically as a causal component for youth crime.

Vocational training and placement were viewed as preventive mechanisms against further law violations by most labor leaders. However, these attitudes were usually elicited only when such measures were introduced by the interviewer.

A factor that might have accounted for the recognition of the value of vocational training but not focusing attention towards implementing such programs was the occupational composition of the trainees. They were members of the industrial trades and as such any occupational training that might be necessary would usually be conducted on the job. Therefore, the trainees focused their attention on placement of the young offender rather than vocational training.

Sentiments initially expressed by labor leaders as obstacles that might be encountered in implementing a training and placement program involving organized labor were also generally verbalized at the termination of the training project. However, at the completion of the project, labor leaders more readily identified organized labor as not presenting obstacles toward participating in training and placement programs for the hard core. This is accounted by the fact that in the industrial trades the employer usually is responsible for the hiring.

B. CONFERENCE

On November 29, 1966, the project sponsored a conference on "The Young Offender--Citizen or Outcast" in the building of the United Community Services of Boston, 14 Summer Street, Boston. This was a state-wide conference involving both representatives from the labor movement in Massachusetts and state and local social service agencies concerned with problems of the young offender.

Defined Objectives

The initial objectives of the project and conference were to explore the ways in which organized labor may be more fully involved in new and existing programs for the prevention and control of juvenile delinquency and youth crime. It is quite evident from the original proposal that the project was committed to the "opportunity theory" concerning the control and prevention of juvenile delinquency and youth crime. It is also evident that "opportunity" is conceived as meaning real opportunity for suitable employment. Finally, the proposal acknowledged that vocational training is a major element in the effort to increase employment opportunity. Stated concisely, the project assumed that given adequate training and opportunity for suitable employment, the young offender will be aided in becoming a respectable and self-supporting citizen.

The difficulties involved in finding jobs and in training for employment are problems with which labor unions are constantly concerned. Thus, organized labor is a source of leadership and activity in opportunity-oriented delinquency programs. However, this important source has not been utilized to the fullest extent. This project had as its objective, therefore, the recruitment of organized labor into assuming a more active role in programs of vocational training and placement of young offenders. This project sought to go beyond the transmission of information from one group to another. Its aim was to convince organized labor that it should be and can be involved in programs for the prevention and control of youth crime.

Finally, it was the experience of the project director that the personnel of several community organizations, having mandates for programs concerning poverty and delinquency, perceived labor's role in such programs to be either one of nonobstructionism or merely one of giving advice. Therefore, it was deemed necessary to communicate to community service personnel the need for active participation by labor in delinquency programs.

Conference Objectives as Originally Stated

Originally, it was suggested that the morning session of the conference might consist of a panel of speakers. The suggested topics to be discussed were:

1. The relationship of employment opportunities to delinquency
2. The place of vocational training and placement in the prevention and control of delinquency
3. The role of the labor union in existing programs of vocational training and placement
4. The possibilities of new action by labor unions in the vocational training and placement of hard-core youth

As can be readily observed, these four suggested topics are in accordance with "opportunity theory" and are directed toward the training and placement of youthful offenders.

It was also originally suggested that the afternoon session might consist of group discussions that would further explore the issues raised in the morning session. Each group was to be directed by a panel member and a member of the staff of the Labor Relations and Research Center.

Recommended topics for further discussion were as follows:

1. The extent to which a union has a responsibility to its current membership and the extent to which it has a responsibility for increasing the employment opportunities of hard-core youth
2. The extent to which a union may be disturbed by the prospect of recruiting new members who have criminal records as youthful offenders
3. The characteristics of hard-core youth that require change in producing a union member
4. The ways in which labor unions and other community leaders can cooperate more fully in programs for the prevention and control of delinquency

The original proposal, then, assumed an approach based on "opportunity theory" and suggested topics of exploration for the conference that focused on opportunities for employment and vocational training. In addition, it suggested exploration of problems that might develop as labor unions became involved in programs. The "problem of jobs" was to be the main thrust of the conference. The conference was to go beyond the transmission of information and creating interest. Its aim was to consolidate commitment for passing into a phase of vigorous action within the regional workshops. The conference was also to demonstrate the endorsement and support for the project by statewide leaders in organized labor.

Final Statement of Conference Objectives

During the planning phase, the conference objectives had to be examined against the background of experience gained in soliciting participation for the project and continually reexamined in the course of soliciting delegates for the conference. The objectives of the conference were reformulated in the light of what was analyzed with respect to questions, attitudes, and beliefs expressed by the proposed conference participants. Also, the attitudes and interests of the resource people (the voluntary and government agency personnel) had to be considered.

The Planning Committee requested a shift from the suggested roundtable discussions in which the labor delegates were to be the most active participants and the platform persons were to be the respondents. The suggested change involved having a single group session in which the platform persons were to be the most active participants.

Keeping in mind the attitudes of the labor and resource personnel and realizing that the conference was part of a continuum of experiences leading ultimately to an action program involving the young offenders themselves, the staff of the project eventually arrived at a final specification of conference objectives. This final position was:

1. To explore the problem of the young offender
2. To explore what is being done, and by whom, for the young offender
3. To explore what might be the role of labor in these existing programs, or what new programs might labor develop

The third objective was understood to include within it the need to answer the question: Why should organized labor be active in programs for the prevention and control of juvenile delinquency and youth crime? This final formulation was based on the conclusion that a more general approach would have to be taken than had originally been intended. Those in labor were concerned with exploring the range of the problem of hard-core youth and not focusing merely on the element of employment.

PROGRAM PRESENTATION

Morning Session

Mr. Bernard Russell, Executive Director of the Office of Juvenile Delinquency and Youth Development, addressed himself to the question, "What is the problem of youth crime?" He discussed the rising rate of youth crime in the United States and the failure of social institutions to prevent and control delinquency. Mr. Russell also emphasized that a significant consideration in adjusting and becoming a useful citizen was the ability of the individual to obtain employment and to maintain himself in the labor force. In concluding his remarks, Mr. Russell called for an examination by organized labor as to what role it plays in providing entrance into the labor market. He suggested that perhaps organized labor could function as a link between vocational training of youth and their employment.

The morning session also included a panel of ten knowledgeable individuals representing numerous social service agencies and organized labor. They considered the question, "What is being done for the young offender?" Each panelist was expected to explore the problem of youth crime with emphasis on the role of his respective organization. Each member of the panel was allowed four minutes for his presentation. Among the issues discussed by the panelists were statistical information and characteristics of the youthful offender, the need for suitable employment, vocational training and placement, and proposed programming for the young offender.

Afternoon Session

Mr. Jack Howard, Administrator of the Neighborhood Youth Corps, provided additional information concerning the social and employment situation encountered by the youthful offender. He discussed training programs in various states in which organized labor is involved and emphasized that labor should have a real concern with the problem of delinquency.

Mr. Leo Perlis, Director of the Community Services Activities, AFL-CIO, suggested that organized labor has an important role in the prevention and control of youth crime. He asserted that not only must labor become involved in programs for assisting the youthful offender, but also become active in lobbying for proper legislation to combat delinquency. Finally, he stressed the need to communicate with management in creating job opportunities.

The final speaker of the afternoon session was Dr. Robert Stanfield from the Department of Sociology at the University of Massachusetts. He was also the project director of the training project. Dr. Stanfield attempted to establish a baseline from which further action by organized labor could emerge. He emphasized the need for labor to seize the initiative. He explored what direction the proposed workshops might take but concluded that labor would have to define its own role in the prevention and control of youth crime.

SOLICITING PARTICIPATION

In soliciting support for the goals of the project and recruiting delegates for the conference, the program staff was concerned with:

1. The endorsement and cooperation of the Massachusetts State Labor Council
2. Involvement of the Planning Committee
3. Methods of recruitment

Endorsement and Cooperation of the Massachusetts State Labor Council

This endorsement was sought not only to observe protocol, but also to receive its sanction which was essential in providing entre' to the AFL-CIO affiliates. It was also recognized that to achieve the desired goals of this training project, it was paramount to involve organized labor in a crucial, decision-making role from the very beginning stages of planning.

Involvement of the Planning Committee

The Planning Committee (the Community Services Activities Committee and members of the project staff) was a significant factor in achieving the objectives during this phase. These members who were officially delegated by the State Council to implement the planning and conference phases of the project provided the necessary contacts and insight which was essential in achieving the desired objectives.

This committee concerned itself not only with initiating contacts for the program staff, but also with the entire organizational aspects of planning for the conference. It was the Planning Committee that made the suggestion that leaders of all the central labor councils be invited to a planning meeting to share their ideas. That meeting was significant in developing involvement of these labor leaders. Regular contact with the four top executive officers of the State Council and most of the vice-presidents also proved valuable. It strengthened the relationship with the local labor groups since these vice-presidents are usually active leaders in large locals.

During this period, the Planning Committee met on five occasions. The preparation for these meetings was carefully explored. The program director consulted with the chairman of the committee between each meeting in an effort to involve the chairman in every decision. In addition, the program staff maintained a close working relationship with the members of the committee to determine their concerns and attitudes toward the direction in which the program should proceed.

Methods of Recruiting Delegates

Written communication alone sent to the labor unions did not result in the election of delegates. In some instances, a phone call by the program staff produced delegates, but this method usually had to be followed either by a letter and/or a visit from a staff member.

The key to the selection of delegates was a combination of (1) official mailings by the State Labor Council, the central labor councils, and the international unions that were approached, and (2) personal visits by the staff. The program staff feels that the regional offices could have been contacted much earlier in the project and integrated into the recruiting stage from the outset. It also appears necessary to combine a geographically-orientated approach (city central labor council) where there are cross-sectional unions with an occupational approach (regional international office) oriented to a single occupation for the best results. The first step must be the involvement of the State Council as the overall coordinating state authority in the labor movement. The vice-presidents on the council can be very helpful in facilitating matters, and special efforts should be made to involve them. In the final week, a communication was sent directly to the vice-presidents urging their personal attendance at the conference.

Another factor that must be recognized as essential to the success of soliciting support for the project and seeking delegates for the conference was the unique composition of the program staff. They were all members of the trade unions. In particular, the appointment by the State Council of the two field representatives was a significant factor in stimulating the interest of labor leaders. The later appointment of six union representatives to the project by the central labor bodies during the workshop phase provided additional support from organized labor. These leaders could easily identify with the program staff because of their awareness of attitudes, problems, and concerns which is shared by the labor movement. In addition, these field and union representatives had established prior working relationships with the labor movement which proved to be invaluable. In fact, having a vice-president of the State Council as a field representative helped significantly to provide necessary support from the council. The staff feels that the success in achieving support and seeking delegates could not have been achieved if it were not for the fact that members of the program staff were union personnel. However, it is agreed that the delay in appointing the field representatives served as a handicap in furthering the solicitation of labor leaders for the conference. Their knowledge and experience with organized labor could have greater facilitated the solicitation of labor leaders had they been appointed to the project's staff at an earlier date in the planning phase.

In an effort of this kind, it is to be anticipated that there will be competing projects and programs. This was the case in Massachusetts. First, there was the State Labor Convention which was held in October, 1966. Although it provided an opportunity to initiate contacts and establish relationships with labor personnel, there developed the problem as to whether the local union would vote to send delegates to a conference in November since it presented a financial difficulty.

Secondly, there was the election campaign with special attention given to an anti-sales tax campaign. This absorbed the attention of labor leaders until the early part of November.

Third, there was the United Fund Drive. This involved considerable time and effort of the full-time labor representatives of the United Fund who were also members of the Planning Committee.

Fourth, there took place two weeks before the conference, a conference on arbitration at the University of Massachusetts in Amherst. Many of these local unions were contacted and asked to send delegates to that conference. On a number of occasions, the organizer for that conference and a field representative were both seeking delegates for their respective conference.

Both the research director and the program director during the initial phase of the project established relationships with knowledgeable and influential labor leaders and social service personnel in order to solicit their participation as principal speakers and panel members at the conference. This meaningful relationship existed after both directors of the project initiated numerous meetings with these leaders to explore the nature and purpose of the project. The response elicited was one of cooperation and interest.

The exploration of the problem of youth crime was a major consideration of the speakers and panelists at the state-wide conference. The areas which received considerable attention were the social institutions and the young offenders. Although these factors were adequately explored, there were significant issues which were not treated as extensively as had been expected. These factors involved the relationship of delinquency to the opportunity of vocational training and placement. The speakers tended to discuss areas of interest which provided important information but failed to sufficiently explore the need for vocational training and placement of the young offender. Perhaps, a more precise orientation should be given when such desired information is to be presented.

The question of what is presently being done for the young offender was discussed but not to the satisfaction of the project staff. The references to existing programs of correctional agencies was adequately explored. However, reference to existing national and state programs of other social service agencies and labor unions in the area of delinquency and opportunity were treated only superficially. This failure to adequately discuss these programs was considered to be an opportunity missed in providing working models for examination by the labor union. Major consideration for not adequately exploring these issues was due to the large number of panelists (ten) and the time limitation (four minutes) imposed on their presentations. The panel, however, did provide the union delegates with an opportunity of becoming aware of the existing social service agencies that are available and the programs with which these agencies are currently involved. An additional benefit of the panel was the opportunity of involving various social service agencies in the action phase of the project.

The question of possible roles for labor, if any, was paramount to the conference. The treatment of this issue was adequate. The question of whether organized labor should be involved was answered in the affirmative. Mr. Howard cited a number of possible roles which labor could assume. Mr. Perlis charged the delegates with having a responsibility for aiding in the prevention and control of youth crime. He spoke directly on the issue and was well received by the labor delegates.

A number of roles for labor to assume were also cited. A legislative and employment role were two general categories discussed. Within this framework, a wide range of thought was evident. However, it was made clear that labor's role would have to be defined by the various unions themselves.

Nonspecified Objectives

Attendance - There were approximately 131 labor participants at the conference. The number in attendance served to demonstrate the concern and interest which organized labor has toward the prevention and control of youth crime. This significant state-wide representation of labor personnel exceeded all expectations. The project staff feels that this gratifying response to the solicitation of delegates to the conference provided both union and social service personnel with a greater understanding and awareness for cooperative action.

Labor Leaders' Endorsement of Project - Several officers of the Massachusetts State Labor Council and the central labor councils were among the union membership participating in the conference. Their involvement and concern for the implementation of the goals of the project was demonstrated to the delegates. This favorable recognition by these leaders helped to provide additional support of the project's goals by the delegates in attendance.

Cooperative Spirit - Community service personnel voiced their agreement that organized labor should assume a more active role in the existing programs designed to prevent and control delinquency. They also expressed a willingness to participate in programs that labor might initiate. Labor personnel were agreeable to such proposed cooperation. Many labor delegates expressed the view that youth crime could only be treated effectively if all major social institutions cooperated in the solution of this problem.

National Concern - Speakers from the Office of Juvenile Delinquency and Youth Development, the United States Department of Labor, and the national office of the AFL-CIO effectively demonstrated that there was more than just regional concern for organized labor to assume a more active role in delinquency programs.

Relationships with labor, state, and community organizations were excellent throughout the planning of the conference and in its operation. Labor groups expressed a willingness to further explore the goals of the project, and some state and community agencies volunteered their aid.

Although the conference initiated a degree of involvement from persons in the Massachusetts labor movement, it failed to achieve the objectives of consolidating commitment. This objective of internalizing the goals of the project was not achieved at the conference. This was due partly to organized labor manifesting the need for exploration before becoming fully committed to the project. The necessary concern of the program staff of recruiting delegates, recording attitudes, and the delay of appointing field representatives were factors that presented the conference to many labor personnel as an introduction rather than a continuation of exploring the project's goals.

As it developed in the conference, there seemed to be a resistance on the part of labor people to accept fully the significance of employment as a basis for the problem of delinquency and crime. They were much readier to see a role for labor in other activities than vocational training and placement. Individuals were much quicker to identify the impact of family and schools in producing delinquency and crime.

The conference provided an opportunity both for organized labor and social service personnel to become more aware of the need for cooperative action in the prevention and control of youth crime. It imparted information which provided an educational opportunity to the participants.

The conference also was a prelude to a series of workshops in several areas of the state. Having established the state-wide basis of the effort, the project staff now turned to working with central labor councils, organized on a geographical basis similar to most community programs. It was expected that through these workshops, organized labor and union personnel would actually become involved in programs concerned with delinquency and crime.

The community services representatives, who comprised the Community Services Activities Committee and formed a nucleus for the planning committee for the conference, had emerged as the primary liaison men along with the presidents of the central labor councils in organizing workshops in a number of communities. Furthermore, representatives of particular unions expressed at the conference and thereafter a desire to be included in plans for the workshops.

C. WORKSHOPS AND TRAINING SESSIONS

This section of the report will be concerned with an analysis of the workshops conducted in New Bedford, Fall River, Springfield, Worcester, Lowell, Boston, Brockton-Quincy, and Westfield during the period from January, 1967 to June, 1967.

ORIGINAL PROPOSAL

Defined Workshop Objectives

The proposal for the project indicated that, following the conference, there would be a series of workshops with labor unions and community service organizations. The focus of these workshops would be to identify specific mechanisms by which labor unions might assume a new or more active role in programs for the prevention and control of juvenile delinquency and youth crime.

Originally, six urban areas in Massachusetts had been selected as possible centers in which to conduct workshops: the Boston metropolitan area; the Springfield-Chicopee-Holyoke area; the Fall River-New Bedford area; the Lawrence-Lowell-Lynn area; the Worcester area; and the Pittsfield-North Adams area. However, the experiences encountered by the project staff dictated the following changes: the Boston metropolitan area had two centers for their workshops, Boston and Quincy; the Springfield-Chicopee-Holyoke and the Pittsfield-North Adams areas resulted in workshops conducted in Springfield and Westfield; the Fall River-New Bedford area held separate workshops. The Lowell and Worcester areas also conducted their own workshops. Among the considerations that resulted in such changes were the following: (1) labor's preference in certain localities for alternate methods of implementing the programs, (2) the necessity of the program staff to focus their attention on certain geographical areas to produce meaningful results, and (3) the lack of sufficient manpower at the project's disposal.

Originally, it was stated that a minimum of two and possibly three workshops would be conducted in each of the designated areas of the state. The first of these workshops would provide an opportunity for representatives of state, city, and local labor groups to confer with a member of the staff of the Labor Relations and Research Center on the issues raised at the conference. At subsequent workshops, it was suggested that labor personnel solicit the attendance and participation of resource persons and local community groups or leaders.

The planning and supervision of each of the local workshops were to be implemented by the program director or one of the field representatives. A local union representative was to act as a liaison in each area. In addition to project and labor personnel, other participants were to include representatives from any interested community service group.

In the course of planning and supervising the workshops, it was anticipated that different approaches would be utilized. The specific nature and direction of the workshops in any area were to be contingent on the principal interests and concerns of the participants.

It was proposed that during the workshops an effort might be made to have a confrontation between labor personnel and hard-core youth by means of visitations to correctional institutions. It was also suggested that labor leaders might meet with consultants about specific aspects of youth crime and youthful offenders.

Two approaches were suggested as basic courses of action that might be undertaken at the workshops. These courses of action would focus on greater involvement by organized labor in existing programs for the prevention and control of youth crime and the initiating of new programs by labor to achieve the same objective. The results of efforts expended in both of these directions would serve as criteria in demonstrating labor's role in preventing and controlling crime in the community.

It was anticipated that the staff of the project would provide to interested labor unions consultative assistance in the development of new programs or the development of new roles in existing programs. It was also proposed that periodic meetings among the participants in workshops would be conducted to share information concerning activities in areas throughout the state.

MODIFICATION OF WORKSHOP OBJECTIVES

Sequence of Workshops

In certain localities, the primary responsibility for the planning and implementation of the workshop was assumed by the program staff. However, in other areas, local union leadership undertook much of this responsibility. In each designated area, a local union official served as a liaison agent for the project's staff.

The program staff during this workshop planning phase established the following sequence of four workshops in areas where such a number was feasible. This sequence was a general pattern which allowed for flexibility that would be contingent on the situation of the designated locality.

1. The initial workshop in an area was to be devoted to defining the nature of the problem of youth crime, its relation to employment, and the role that labor might play. Resource personnel were to be provided by the Parole Division, the Department of Probation, the Division of Youth Service, the Division of Employment Security, and the local community action program.

2. The second workshop in an area was to focus on problems of the young offender within correctional institutions. There was to be an emphasis on work programs within the institutional setting.

3. The third workshop in an area was to provide communication between labor personnel and youth involved in community action programs. The workshop was planned to give labor personnel an insight into the attitudes of youth towards employment.

4. The fourth workshop in an area was to provide labor personnel, community action agencies, service groups, and management an opportunity to confer on present programs and resources in the local community and to develop a coordinated plan of action to prevent and control youth crime.

NEW BEDFORD WORKSHOP I

On January 28, 1967, the project conducted its first workshop in the New Bedford area with the New Bedford and Cape Cod Labor Council. This workshop relied primarily on small discussion groups led by project personnel.

Project personnel were present and served as leaders of discussion groups. Three members of the state parole division, the research director of the project who is a former probation officer, and representatives of ONBOARD, Inc. (the community action agency of New Bedford) were present at this workshop as resource persons.

There were forty-five union members present, all of whom are affiliated with the New Bedford and Cape Cod Labor Council. With the exception of the president of the central labor council, the building trades were not represented. Commenting on this, one of the field representatives stated:

> The lack of building trades does not at this time mean to me that the case is hopeless. Many trade unions are outside the councils. They have different built-in problems and justified ones that have to be considered. I would suggest different and separate workshops for the building trades. Enough time has to be spent on the trades to fully evaluate their role.

The program staff, through consultation with the secretary-treasurer and the president of the New Bedford and Cape Cod Labor Council, planned the first New Bedford workshop. As the result of several meetings between these two central labor officers and the program staff, the proposed agenda focused on such factors as the characteristics of the young offender, suitable jobs, the role of employment in the prevention and control of youth crime, and why labor should get involved in the project. The secretary-treasurer at one time stated, "You (the program staff) set up the agenda. We will take up the other details." The New Bedford Labor Council was continuously involved in an active role in planning for the workshop.

The principal training procedure of the workshop was the discussion group. This was an attempt to elicit from the labor representatives their ideas about the significance of employment and the role labor might play in the vocational training and placement of hard-core youth. The resource people served as catalysts for the development of such ideas. This procedure was followed in order to engage labor representatives in interaction to a greater extent than had existed at the November 29th conference.

A welcoming and orientation session was attended by all participants. Individuals were then assigned to small discussion groups. This procedure was followed by a general session in which final reports from each discussion group were recorded for the benefit of the participants.

The program staff leading each discussion group continually channeled the conversation to the issues on the agenda. Although there was a tendency for labor persons to emphasize broken homes and inadequate schools as causative factors in crime, there was a much more intensive exploration of the role of employment than was discussed at the conference. The program was quite effective and provided labor personnel with an opportunity to communicate their views.

Within the discussion groups, there also developed the issue of involving labor personnel in assuming responsibility in helping to maintain a young offender in employment.

The four discussion groups suggested the following courses of action:

1. That a liaison position between parole and organized labor be established to find jobs and to counsel the youthful offender.

2. There should also be established a skill center with the community resources cooperating.

3. There should be provision for a "buddy" system in the labor group. This system should entail having a member of organized labor act as an on-the-job counselor.

It was also suggested at this workshop that management, community organizations, and civic government become involved with organized labor in planning for such programs. The final recommendation was proposed in the form of a motion that authorized the New Bedford Labor Council as the organization to select a committee to meet with the community resources to further explore the suggestions of this workshop.

As a consequence of the first workshop in the New Bedford area, labor involvement had taken the form of:

1. Twenty-three labor participants agreeing to continue work with the project staff through workshops on the problem of the young offender

2. Participation by officers of the labor council in a new chapter of the National Council against Crime and Delinquency formed in that area

3. Bringing to the attention of employment specialists of the parole divisions job openings in one United Auto Workers' factory

4. Communication with ONBOARD, Inc. (the community action agency), the House of Correction of Bristol County, and the State Parole Board

NEW BEDFORD WORKSHOP II

The secretary-treasurer of the Greater New Bedford and Cape Cod Labor Council notified the membership of the newly established volunteer committee that a second workshop would be conducted on March 29, 1967. This workshop was held at the Bristol County House of Correction, New Bedford, Massachusetts. In the absence of the sheriff, the educational director conducted a tour of the house of correction for twenty-two union members of the volunteer committee that had been established as a consequence of the first workshop. Two members from ONBOARD, Inc. (the community action agency in New Bedford) and two members of the project staff were also present. The tour of this institution included a trip through the library, the cells, the barbershop, the dispensary, the gymnasium, the greenhouse, and the chapel. This workshop had as its main objective to develop an awareness and better understanding by labor personnel of the offender and the programs that exist or might exist in the correctional institution. The tour and meeting that followed proved to be a most effective educational tool in accomplishing this task. Following the tour, the scheduled meeting for this workshop was conducted in the chapel. The president of the Greater New Bedford and Cape Cod Labor Council presided as chairman.

The educational director introduced for discussion purposes such issues as vocational training, placement, and union involvement with the offender and the correctional institution. One of the issues discussed was the difficulty of obtaining instructors to conduct vocational training programs if such programs were instituted in this house of correction. The educational director felt that volunteers would not be too successful in conducting such a program because of his past experience with volunteers for a number of projects in the institution. He expressed the opinion that the enthusiasm of a volunteer, unfortunately, diminishes rather quickly without some financial compensation.

Another issue that was raised was the possibility of becoming a recipient of federal surplus machinery through cooperation with ONBOARD, Inc. (the community action program in the New Bedford area). A training program evidently could be implemented if the means were available. However, this would require federal, state, or local support. The educational director indicated that although it might be difficult to provide a vocational training program for individuals whose average period of confinement is eight and a half months, there was always the possibility of organized labor exploring this matter further.

He further indicated that there would be major obstacles at this time in implementing a work-release program which already exists in a number of other correctional institutions in Massachusetts because of the lack of proper physical facilities. (Without such appropriate facilities, a security risk becomes evident.)

Among some of the other issues that were discussed during this meeting were the obstacles confronting the young offenders in seeking employment. Labor expressed the need to involve management. This was paramount for the union, since in industrial trades, the employer does the hiring. Many offenders find themselves barred from employment because they are not eligible to be bonded, while others are discriminated against because of having violated the law.

The program staff recommended that meetings be held soon with management and ONBOARD, Inc. representatives to discuss the situation and to outline a course of action. The labor persons were in complete agreement with this proposal.

Although the meeting lasted for a considerable time, the group was attentive throughout. The workshop in the house of correction served as an effective educational tool in soliciting the support of organized labor.

Meetings

On April 24, 1967, officers of the Greater New Bedford and Cape Cod Labor Council, representatives of the local community action agency, and members of the project staff met to discuss issues introduced at prior workshops and to plan for a preliminary meeting with management.

The issue of management hiring in industrial trades was raised and evaluated. Such factors as existing gaps between the released youth from the correctional institution and job vacancies, the lack of training and the absence of meaningful communication among employers, private industry, and the Division of Employment Security were also discussed.

The participants of this meeting agreed that contact should be established with employers prior to the next scheduled workshop in order to discuss with them job opportunities and placement for the young offender.

On May 16, representatives from seven firms, six unions, community agencies, and the project staff participated in a preliminary meeting. Management was favorably disposed to the purpose of the project. Most employers expressed the problems they have encountered in hiring "youths from the street." One employer stated that these youngsters are "rude, slow workers, and if they are hired together they tend to quit together." Another employer raised the question of being truthful in revealing a criminal record. An employer emphasized the need for more counseling for these youngsters and stated, "Management can hire but someone needs to bring him into the family."

Finally, a buddy system of maintaining a youth on the job was introduced for discussion purposes by a labor representative.

Management appeared favorable toward exploring the hiring of young offenders.

They indicated a desire for screening the applicants and felt that it was necessary for organized labor to maintain the youngster on the job.

NEW BEDFORD WORKSHOP III

The third workshop was held on June 22, 1967, at the Southeastern Massachusetts Technological Institute. The scheduled speakers included a field representative from the project's staff who acted as chairman, the secretary-treasurer from the Greater New Bedford and Cape Cod Labor Council, the sheriff and educational director from the Bristol County House of Correction, and the director from the local Employment Security Office. There were approximately 26 participants present who represented labor and management.

The field representative of the project staff briefly summarized the progress of the project. He emphasized the exploratory role that is expected to be undertaken by labor. He also emphasized the need for vocational training and sustaining the young offender on the job while employed.

The secretary-treasurer was introduced to the participants of the workshop. He extended greetings from the labor council and stated, "We don't know how to proceed or how much we can do, but we believe that unions can help."

This same union official informed the audience that organized labor could be an asset both to the young offender and the community by sustaining the offender in his place of employment, by helping the offender become aware of the rules and regulations of the plant, and by proper referral of the young offender or his family to an appropriate community resource for assistance.

The secretary-treasurer concluded his remarks by calling for action rather than just discussion. He stated that if successful action is to be forthcoming, labor will need a source from where young offenders will be available. He emphasized that management will have to become interested in the young offender since they do the hiring in most of the industrial plants.

The sheriff of the Bristol County House of Correction was the next speaker. He felt that although there are many federal programs available, it is unfortunate that too often young offenders are not eligible to participate in them. He indicated that governmental bureaucracy has interferred with progressive rehabilitative services. He questioned the degree to which labor would become involved with the young offender especially if there was a recession in the economy. He felt that labor could (1) establish a committee to study rules and regulations of various governmental departments to determine and evaluate laws pertaining to inmates and offenders, and (2) labor and management should visit the correctional institutions and determine who are employable.

The director of the local Employment Security Office was introduced. He explained the functions of his department and explored further with the audience the human resource development program. This latter program was of particular significance for the young offenders since it is concerned with assisting the disadvantaged in becoming employable and finding employment. After discussing the benefits of interviewing, counselling, testing, and the various federal programs that are available at the Division of Employment Security, the director stated that the Division lacks the necessary staff to implement these federal directives. For example, he had three staff personnel, one of whom is responsible for implementing the Job Corps program. One man is assigned to the services to youth, and the other man is a recent appointment to the division of Employment Security bureau. He indicated that he is in need of personnel to effectively implement programs. Finally, he concluded by voicing his support for a possible Manpower, Development, and Training program in the County House of Correction.

The educational director of the Bristol County House of Correction was the next speaker. He discussed the pre-release program that will be introduced into that institution in September, 1967. The purpose of this program is "to disseminate information, thus affording all inmates the opportunity to find out when, where, and how they might seek gainful employment and needed assistance in making their return to society a success.

A discussion period followed. A question was asked as to the appropriate role that might be undertaken by labor to aid the community in availing itself of the numerous federal programs. The response given indicated that labor might serve in the capacity of a lobbyist with governmental officials.

Curiosity and interest were manifested in an inquiry expressed by labor as to the success rate in placing young offenders in employment. The sheriff replied by stating that although some offenders have failed in employment, there were others who were quite successful. The next question was raised by a labor person and pertained to the percentage of employers who will be willing to hire the offender. This question was not answered.

The field representative raised the issue of suitable jobs for the offender. Suitability was discussed in respect to actualizing an inmate's potential. The field representative asked the representatives of management who were present for their reaction to a union counselor program. This question was answered favorably by labor itself. Discussion was given to the nature of the confidentiality of the inmate's past experiences. Finally, a concern for the sensitivity and interest of the offender was raised.

A representative from the community action agency in New Bedford reminded the participants that there was a necessity for trained personnel for an on-the-job counselor program. Management's attitude toward the on-the-job counselor program and hiring the offender was asked again. A representative from management responded by stating that most of the youthful offenders are not rehabilitated when they are released from the correctional institutions, and there is a need for a community effort to seek better programs.

Management's initial reserve toward the question of an on-the-job counselor program and the actual hiring of offenders might have resulted from a number of reasons:

1. It was the first awareness that the project existed for some of the management representatives that were present.
2. They might have been apprehensive toward making any binding commitments at this time until further exploration.
3. Previous experience with youthful offenders might have resulted in a negative attitude.

4. Management was poorly represented in attendance. The presidents of various companies were not at this workshop.

In concluding the meeting, the secretary-treasurer of the Greater New Bedford and Cape Cod Labor Council stated that a resolution of action would be brought before the executive board of the Greater New Bedford and Cape Cod Labor Council for a vote of acceptance. The following resolution was presented and adopted on June 23, 1967:

> RESOLUTION - LABOR
>
> That Labor assist the Young Offender in sustaining him on the job by giving counsel and advice. To acquaint him with the contract and make him aware of the rules and regulations in the plant. To guide him to the proper community agencies and leaders, who could help him with family and medical problems. To generally act as Counselor, whom he could turn to in the plant for assistance and support.
>
> That in each local union affiliated with the Greater New Bedford and Cape Cod Labor Council a member or members be selected to implement this Young Offender Program.
>
> That these committeemen act as Counselors, and be available at all times, in conjunction with management to aid and assist the young offender.
>
> Greater New Bedford and
> Cape Cod Labor Council

FALL RIVER WORKSHOP I

The first workshop in the Fall River area was held on February 4, 1967, at the Southeastern Massachusetts Technological Institute, North Dartmouth, Massachusetts. Planning for this workshop was facilitated by using the same location as the New Bedford workshop and similar workshop agenda. The program consisted of a general welcoming and introductory meeting. This was followed by four small discussion groups and a closing general meeting for reports about the subject material explored in these groups. The project staff functioned as discussion group leaders. A representative of the State Parole Division was assigned to each of the discussion groups as a resource person, accompanied by a representative from the community action agency in

Fall River (Citizens for Citizens). Thirty members of various labor unions attended the workshop. The participants were officials or delegated representatives of local labor unions affiliated with the Greater Fall River Labor Council.

This workshop consisted mostly of women participants. Due to the employment situation in Fall River, a large proportion of the jobs available are for women. As one delegate stated, "Fall River is a girls' town." The delegates were informed that the project was concerned with female as well as male young offenders.

The objectives of this workshop were to explore the relationship between youth crime and lack of suitable employment opportunities, to explore and develop among union representatives some ideas of why organized labor should be involved in preventing and controlling youth crime, and to develop ideas about the specific role that organized labor could play concerning the problem.

The principal training procedure utilized to accomplish these objectives was the small discussion group. The discussion leader, utilizing the experiences of parole representatives, led the group in exploring the problems of the young offender and labor's role in the prevention and control of youth crime.

In response to the question why should labor be involved with the problem of crime, labor delegates stated that it was for many reasons. Among those recorded were the following factors: (1) it is a citizen's duty, (2) crime is a burden to the taxpayer, and (3) because of the seriousness of the problem.

In one discussion group, a parole officer described the employment possibilities for offenders. He stressed that older offenders were more easily employed than younger offenders. He stated that one of the difficulties in maintaining a youthful offender in employment was in keeping the youth interested enough in the job situation to have him show up on time and to keep regular attendance. Some of the resource people stressed that personal contact on the job site was needed to ameliorate this situation. This provided an opportunity to discuss having union counselors at the job. The "on-the-job counselor" would be oriented specifically to the work situation.

Many delegates suggested that more community people should be involved in the project and that management's attitude toward hiring the offender should be determined. Labor recognized its limitations in becoming actively engaged in helping the young offender without management's cooperation.

In concluding this workshop, the union delegates suggested a committee to be composed of the Community Services Committee of the council as well as additional members to be selected from those who attended the conference and the first workshop.

Although great interest was expressed by union delegates concerning the project and its goals, the workshop revealed that the community of Fall River has very serious economic difficulties and has long-standing welfare cases. This no doubt will have a direct effect upon the employment possibilities of released youthful offenders. An additional obstacle for the male offender is the female employment situation in Fall River.

FALL RIVER WORKSHOP II

After the first workshop in Fall River, the project was directed to take future action through the Fall River Labor Council's Community Services Committee. Due to elections in the council, the Community Services Committee had to be reappointed. As of the date of the second workshop, May 13, 1967, the committee had not been selected. However, the union representative agreed to send out notices and recruit delegates to the second workshop.

Due to a conflict within the council itself, the date for the second workshop was delayed. This conflict also resulted in a limited number of union personnel to be in attendance at the workshop. Among the unions not attending was the Amalgamated Clothing Workers of America, which had sent four delegates to the first workshop. In spite of these internal labor difficulties, seventeen labor delegates attended the second Fall River workshop on May 13, 1967, at the Bristol County House of Correction. Since the sheriff could not attend, the educational director conducted the tour of the institution. All seventeen union members present were women, with the exception of three participants.

The educational director after describing the condition of the institution introduced a new program that the institution was planning to establish in the summer. He referred to this as the Pre-release Program. This program could be used as a means to screen young offenders before they leave the institutions in order to facilitate labor's activities in this area.

Future action was recommended by the labor delegates. It was decided to contact community leaders and agencies to attend a workshop with labor personnel to develop means to coordinate the community in a united effort to help the offender, in general, and to place him or her in suitable jobs, in particular.

FALL RIVER WORKSHOP III

The third Fall River workshop conducted on June 21, 1967, was to have involved both labor and community leaders. This was the suggestion of the labor leaders at the second workshop. However, few labor personnel attended. This poor attendance by labor was due primarily to the internal conflict within the Fall River Labor Council.

The union representative chaired the meeting, and the educational director of the Bristol County Jail was the principal speaker. The research director and a field representative of the project were also present.

Among community groups represented were the Youth Service Board. A parole officer of this agency was accompanied by a former inmate who was thirty-six years old. He had been incarcerated in prison for approximately seventeen years. This ex-convict stressed that he needed recognition as a human being and that nobody seemed to care about offenders when they leave prison. He had come from poor surroundings and had to support a wife and child. He had lied on an employment application form and was fired when his employer discovered such fabrications. He listed his prison record on other applications and, consequently, was never hired. Due to the fact that this man related personal experiences concerning the problems and dilemma of offenders, the impact on the audience was considerable. He was able to communicate some of the real difficulties encountered as a former inmate in adjusting to a new life cycle.

Representatives from a mental health clinic, the Salvation Army, the Family Service Agency, the Neighborhood Youth Corps, the Boys' Club, and Youth Advancement (a private citizens' group which helps youths obtain employment and conducts recreational activities) who were also in attendance explained the function of their respective agencies.

Community agencies emphasized some of the real needs that the young offender encounters when released from a correctional institution. Each of these community groups expressed support towards labor's involvement with the young offender. They also manifested the need for a cooperative spirit in providing a meaningful relationship with organized labor in helping to overcome problems encountered by the young offender.

The educational director explained the pre-release program being instituted at the Bristol County Jail. A pre-release seminar to be held in September would bring together inmates, community leaders, labor, and management to enable the offender to know what to expect when released and what community

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resources are available. This program is one of the most interesting developments of which the project had become aware.

The union representative suggested that the United Fund labor representative in Fall River make contact with management and community leaders to assist the young offender in becoming employed when released from the correctional institution.

SPRINGFIELD WORKSHOP I

On February 28, 1967, the project sponsored its first workshop in the Springfield area with the Pioneer Valley Central Labor Council. Most of the planning and organization for this workshop had been undertaken by the leadership of the local labor council in consultation with members of the project's staff. On January 23, 1967, there had been a preliminary meeting involving the project's staff, officers of the Central Labor Council, and representatives of management in a number of companies. The purpose of this meeting was to determine management's attitudes and policy concerning the hiring of youthful offenders. The president of the labor council was insistent that the only way to accomplish anything was to involve management as a group. As far as he was concerned, all other necessary preliminaries had been taken care of at the November 29, 1966, conference. The January 23rd preliminary meeting resulted in management expressing a positive attitude toward the hiring of youthful offenders. However, although there was a general consensus concerning the need for management's involvement, they manifested a cautious attitude. They would not at this time make a specific commitment.

The workshop of February 28, 1967, relied primarily on a panel of discussants as a training procedure to explore the problems of youthful offenders and youth crime. The members of the panel included the president of the

Pioneer Valley Labor Council, the director of the Springfield chapter of the United Prison Association, and a personnel manager from a major plant in the area. The chairman of the Community Services Activities Committee for the Central Labor Council served as the moderator. Thirty local union personnel and five representatives from management were in attendance. The chief probation officer for the Springfield area was also present. All trainees were officials or representatives of local labor unions or business firms.

Since local labor leaders were the principal planners and organizers for this workshop, the role of the project's staff was mostly to observe, suggest, and evaluate.

The topics covered in panel presentations were the following:

1. What kind of person is the young offender?
2. What problems does he face in leaving an institution?
3. How important is a job to him?
4. How well does he perform on the job?

Comments and questions from the floor centered around the above questions. The personnel manager was asked about the attitude of management towards hiring young offenders. He responded by stating that although he could not speak for management in general, he thought that the idea of hiring some of them would be received in a positive manner by management. He seemed especially impressed that labor wanted to be an integral part of assisting management to secure employment for the offender. The president of the Pioneer Valley Labor Council stated that the unions would work in a cooperative manner with management on this problem and offered all necessary assistance.

The Springfield workshop has been the staff's first encounter with the actual position of management in the matter of training and placement of hard-core youth. The program director commented in a summary of the Springfield workshop:

> These management people in attendance were willing and ready to respond to any proposals from labor. Just what the response of their superiors would be depended entirely on the specific problem and action under consideration. They were most cautious not to commit themselves to any general outlook, policy, or promise.
>
> This confirmed our previous information that before overall policies can be established, there must be a series of successful experiences--management must be approached individually, with a particular course of action in mind.

This was the project's first sampling of management's attitudes concerning the problem. Although no specific commitments were formulated, their attitude was generally encouraging.

Newspaper and television media were at the workshop and provided extensive coverage.

SPRINGFIELD WORKSHOP II

On April 27, 1967, the project sponsored a second workshop in the Springfield area with the Pioneer Valley Central Labor Council. It was held at the Springfield House of Correction and was attended by about fifty labor and management representatives. The sheriff, due to a previous appointment, was not able to attend. However, the deputy master substituted for him. The chairman of the Community Services Activities Committee for the central labor council served as moderator.

The deputy master conducted an extensive tour of the institution. During this tour, he described for the benefit of labor and management participants the problems encountered by the institution's officials and inmates. He stressed that although the institution was old and lacked sufficient funds, the sheriff was attempting to use all available resources, especially the manpower and skills of the inmates to transform the antiquated institution into a more livable and adequate one. As the group toured the institution, the deputy master pointed out and explained many physical improvements in the House of Correction. The general meeting was held in the new cafeteria which was built by the inmates.

Conducting the meeting in the institution served to dramatize the problems under discussion. The institutional setting had the effect of personalizing the young offender's problems.

The general meeting consisted of a series of presentations delivered by a panel of experts. The panelists included the deputy master of the institution, the president of the central labor council, a representative from management, and a personnel director.

For the benefit of the management participants, the deputy master stressed the problems encountered by newly-released offenders when applying for employment. This is a constantly recurring theme in all of the workshops. If an offender states that he has a record, he is refused employment--the consequence of falsifying an application form for employment. The deputy master emphasized the lack of education and training among inmates and insufficient funds and facilities at the institution to provide such training. The president of the central labor council stated, "Since the group is trying to get this program off the ground, it should initially concern itself with first or second offenders and leave hard-core youths until there were several 'successes' under our belt." He felt that it was necessary for management "to open the employment door for the youth."

A representative of management gave assurance that management would attempt to provide job opportunities to some youthful offenders. He stressed, however, that someone (meaning organized labor) should establish a relationship with individual offenders prior to their release. This relationship could be utilized in counseling the youths and providing necessary information in seeking and obtaining employment.

A field representative of the staff indicated that it was time to institute such a program since the employment market was very favorable. He indicated that a greater effort was needed to involve more management personnel in the project. He felt that the presidents of various plants had to assume an active role in employing young offenders.

It was the general consensus of labor and staff personnel that the project should now extend itself into actively contacting individual presidents of various companies to employ certain offenders with the support and continuing assistance of organized labor.

WORCESTER WORKSHOP

The program staff contacted the United Fund labor representative in Worcester subsequent to the state-wide conference on November 29, 1966. The purpose of the contact was to further discuss the Young Offender Project. On December 14, 1966, the United Fund labor representative, the sheriff of Worcester County, a county commissioner, a representative from the local community action program, and two members of the program staff met to consider methods of preventing and controlling youth crime. Among such issues discussed were vocational training and employment for the offender.

The United Fund labor representative stated that he would present the purpose and objectives of the Youthful Offender Project before the next executive council meeting of the Worcester Central Labor Council. He was considering creating an education program for counselor graduates similar to the established union counselor program. The curriculum would consist of specialized training in problems of youth crime.

The program staff was invited by the executive council of the Worcester Central Labor Council to further discuss the Youthful Offender Project. Endorsement for the project and support of the workshop as a part of the union counselor program were given as a consequence of this second meeting of the executive council.

The United Fund labor representative assumed most of the responsibility for planning and implementing the proposed workshops for March 15 and March 22.

Due to a heavy snowstorm, the first scheduled workshop was canceled. However, the second proposed workshop was held on March 22 at the Worcester Youth Guidance Center. This was the final session of the union-counselor training program, co-sponsored by the Worcester Labor Council, AFL-CIO, and the Community Services of Greater Worcester.

The panel for this workshop consisted of community agency personnel. The panelists for the two scheduled workshops merged into one panel for the evening of March 22. The objective of this workshop was to provide general information about juvenile delinquency and the role of community resources in combating this problem.

The audience consisted of members and graduates of the union-counselor program. Many of those in attendance were officers and stewards in local unions. The program director was also present. There were approximately fifty persons who attended this workshop.

The program director distributed informational material concerning this training project.

Each panelist then briefly described the particular agency which he represented. The police chief provided information concerning the characteristics of the juvenile offender and the nature of the offense. The school system in Worcester was described. Emphasis was focused on the vocational training program. The legal service program, the community action agency, and the county correctional system for this area were also discussed and evaluated.

In reference to the involvement of the building trades in preventing and controlling youth crime, the sheriff stated:

> We should have the building trades come and tell the youth about the skills that are required for employment. It's a beautiful sight to watch a skilled craftsman at work. We should show movies of the process and try to develop the youth's desire to work in a trade.

A question-and-answer period followed. Most questions focused on such issues as causation and prevention of youth crime. The involvement of labor and management was also emphasized.

LOWELL WORKSHOP

A preliminary meeting to the workshop was held on March 29 with members of the project's staff and community personnel. Those in attendance included two members of the project's staff, three members of the local community action agency, and a parole officer from the Division of Youth Service. The purpose of this meeting was to inform those persons who would be acting as resource persons for the scheduled workshop about the objectives of the project.

The program director discussed the project with the participants of this meeting, and numerous inquires concerning expectations at the workshop were expressed. The possible roles that organized labor could carry out in cooperation with other community resources in the city were paramount to this discussion.

Both the Community Services Committee and the Educational Committee of the Greater Lowell Central Labor Council were responsible for the planning of the workshop that was held on April 1, 1967, at the Lowell Technological Institute. The chairman of the Community Services Committee of this council is also the field representative of the project for the Lowell area. The members of these two committees in the council proceeded to contact various local unions and community agencies to inform them of the scheduled workshop.

After the introductory remarks at the main assembly were delivered, the participants were divided into two workshop groups. There were twenty-five individuals in attendance which included staff personnel. Group I was composed of seven union representatives, one parole officer, and two members of the project staff. Group II included seven union members, three parole officials, one employee of the Division of Employment Security, one representative of the local community action agency, and three staff members.

Group I

A field representative of the project staff acted as chairman for this group. Differences of opinion were expressed by two members of the Carpenters' Union toward the employment of young offenders. This workshop was the first encounter in discussing the practical obstacles in involving the Building Trades Union.

Issues concerned with suitable jobs, transportation, and counseling for the young offender were expressed in this group. However, most of this discussion concerned itself with the obstacles that the young offender would encounter in seeking employment with the building trades. The participants acknowledged that labor should involve itself in assisting the young offender become rehabilitated through participation in the project. They also gave support to a proposed meeting between labor and management.

Group II

The program director served as chairman in this group. Three parole officers, a member of the local community action agency, and an employee of the Division of Employment Security acted as resource persons.

During the morning session of this group, discussion was focused upon the causes of juvenile delinquency. The program director stated that labor had never really discussed their own role in the prevention and control of young offenders and that this workshop provided them with such an opportunity. She explained the contents of the kits which were distributed to each participant. At this point, a general consensus for union involvement in the program was expressed.

The member of the local community action agency described the activities of the Neighborhood Youth Corps and indicated that "eight out of twelve young parolees in Lowell were enrolled in the Neighborhood Youth Corps in that area." The parole personnel informed the members of the group about the characteristics of the young offender and the obstacles which the offender encounters in seeking employment when released from the correctional institution. The employment officer of the parole division indicated that the offender had difficulty in obtaining security clearance and being bonded for certain jobs. The issue of job suitability was discussed. A parole officer described a situation in which a parolee was unqualified for a position that was obtained for him. The parole officer stated that this was both unfair to the parolee and the employer. The obstacle which is encountered by the offender in completing an application form with reference to past violations was also discussed.

A member of the Carpenters' Union stated that the young offenders "could become union members, but this would not guarantee them a job. They would have to pass the test for whatever job they wanted and be put on a seniority list."

The need to involve management in the employment of young offenders was recognized as an important consideration.

The program director stated that union members should become informed about the problems which the young offender encounters in order to assist him in adjusting to society. The member of the community action agency supported this position and suggested the creation of a foster-supervisor system whereby a union member could serve as a counselor and source of information for the offender.

A union member suggested that a committee of union personnel might be established with the approval of the central labor council to provide a dialogue with personnel managers. He suggested that one member of each union present at this workshop might form such a committee.

The afternoon session concerned itself with recognizing the value of community resources for the referral of union members and their families who might have some social problems. Discussion was again focused on the possibility of establishing an on-the-job counselor program and meetings with management.

BOSTON WORKSHOP

On the evening of June 12, 1967, a workshop was held at the United Community Services Building in Boston. This workshop was planned in cooperation with the union-counselor program of the Boston Central Labor Council. In attendance were approximately thirty-seven labor personnel from the participating union-counselor program. In addition, there was a panel consisting of four labor officials (the president, secretary-treasurer and the chairman of the Community Services Activities Committee of the Massachusetts State Labor Council, and the secretary-treasurer of the Boston Central Labor Council), a juvenile court judge, and a state correctional official. Three members of the project staff were also present.

There was shown a film entitled "The Odds Against" which depicted the tragic life circumstances which contributed to the criminal acting out of a young offender and his eventual incarceration.

The president of the Massachusetts State Labor Council was the first panel speaker. He once again voiced his support for this project and stated that better understanding, counseling, and finding job opportunities would improve the plight of the young offender. He indicated that organized labor must become cognizant of the problems which are encountered by the offender and must then make the public aware of these conditions. He concluded his remarks by informing labor that their support is necessary for the success of the project. He emphasized the need for job opportunities for the offender.

Both the secretary-treasurers of the Massachusetts State Labor Council and the Boston Central Labor Council respectively were sympathetic toward the plight of the young offender and indicated that labor has an obligation to assist these young people. The next scheduled speaker on the panel was the Juvenile Court judge. He presented information about the court system, the characteristics of young offenders and the job limitations that exist for the law violator.

The final speaker of the evening was a Deputy Commissioner of Correction. After introductory remarks concerning the characteristics of the offender, he suggested the following roles that might be appropriate for labor to undertake:

1. Labor could actively support the enactment of correctional legislation.
2. Labor officials and Department of Correction officials could meet to discuss the possibility of providing training for the offender.
3. Labor could become directly involved with inmates in providing rehabilitative programs.
4. Labor could help educate the public as to the problems which are encountered by the offender when released from a correctional institution.

During the question-and-answer period that followed, the participants raised such issues for discussion as the bonding of an offender, the application forms that require the recording of law violations, and the necessity of meeting with management. This union-counselor workshop concluded by recommending that organized labor and management should discuss together the problems encountered by the offender in seeking employment.

NORFOLK COUNCIL WORKSHOP (BROCKTON-QUINCY)

Prior to this scheduled workshop, a request was submitted to the program director by a union official of the Norfolk Council that one of the field representatives not be allowed to attend the workshop. The reason for such a request was vague to the project staff although it did involve an ultimatum that if the field representative was present at the workshop then it would be cancelled. After considerable deliberation by the project staff and its consultants, it was finally decided that it would be in the overall interest in achieving the objectives of the project if the field representative did not attend this scheduled workshop. However, the research director and the field representative were of the opinion that this decision would have negative consequences in implementing the policy making of the project staff in the future.

The Norfolk Council Workshop was conducted on the evening of May 15, 1967, at Local 5, AFL-CIO, headquarters which is located in the city of Quincy.

The vice-president of this council substituted as chairman for this workshop since the president was absent due to a death in the family. There were approximately forty-eight persons in attendance. The following personnel served as resource people on a panel:

1. An employment officer from the city of Brockton
2. Two Youth Service Board personnel
3. The project director of the staff
4. The sheriff of Norfolk County and an assistant
5. The district attorney
6. A union official

The chairman stated that "the hall should be filled with management." He expressed a desire to establish a committee of union personnel that could meet with management.

The district attorney's remarks concerning the young offender were brief, but informative. He suggested that organized labor should support the work-release program.

The project director discussed the background of the project and focused upon the lack of adequate union representation in the poverty program. He was concerned with seeking ways in which better communication could be provided among labor, management, and community agencies.

The Youth Service Board personnel provided the participants with a description of the program under the Division of Youth Service and indicated the need for employment for these youngsters. Recognition of the female offenders' needs were also discussed.

The employee of the Division of Employment Security in Brockton informed this audience about the various employment programs offered at the Division that unions might be interested in exploring. He offered his services on any proposed labor committee to assist the young offenders.

At this point in the workshop meeting, the project director made reference to the information sheets and other pertinent material that was enclosed in the kits that were provided for this workshop. Round-table discussions followed which enabled the participants to present their views and raise questions concerning this project. They were presented "Discussion Questions" distributed at previous workshops as a guide for their discussion. The agenda for the evening anticipated that questions would be presented to the panelists by the delegates. However, this procedure was delayed until the second session of this evening's program because the chairman was somewhat reluctant to interrupt the round-table discussions.

The sheriff was the scheduled speaker for the next session. He addressed his remarks to the work-release program in Norfolk County and the cooperation received from management to implement such a program. He concluded his remarks by emphasizing the importance of employment for the offender. He felt that the work-release program had changed their work habits and attitudes. The sheriff's assistant further elaborated on these remarks.

The union official stated that although there is no total acceptance of the work-release program by a participating plant in the community, there is tolerance. He indicated that this is a positive sign and that "the overall effects of the program are showing results." A brief question-and-answer period followed which concerned itself with seeking information about the young offender.

During this period, a chief steward of a major plant in the area was introduced. It was unfortunate that he had not participated earlier in the evening. He might have provided direction toward discussing adjustment problems encountered in the union shop.

In conclusion, the chairman indicated that a committee would be formed which would be representative of the Norfolk County Council and the Brockton Central Labor Council. It would also be the intention of this committee to meet with management for further exploration of the Youthful Offender Program.

WESTFIELD WORKSHOP

Westfield, a small community west of the city of Springfield, served as the area for the last in a series of workshops conducted during this period of the training project.

While exploring union leadership in the western part of Massachusetts during the month of September, 1966, a field representative of the project's staff was referred to the president of the Westfield Labor Council. The president of this council suggested that exploration of the purpose and goals of the project could be discussed at the annual State Labor Convention that was to be held in October, 1966. Although the meeting at the convention elicited interest by the president of the Westfield Council, it was not until a number of months later that a scheduled workshop was arranged. The reason for this delay in action was due to the fact that attention was necessarily focused by the program staff in terms of priority on other areas in the state which were much larger in union membership.

During the month of March, the president of the Westfield Labor Council was again contacted by the field representative. The president expressed interest in the possibility of having a workshop and suggested that the field representative address the council at its next scheduled meeting to be held on March 27. At that time, the Westfield Labor Council was a newly organized council and had little participation. As a result, only a small number of members were present during the March 27th meeting. Those in attendance were all members of the executive board even though a general council meeting was announced.

The field representative explained the purpose and goals of the project and asked if the council would be interested in conducting a workshop. No questions were asked. The president indicated that he would bring this subject before the council for consideration and inform the field representative at a later date as to its decision. As a result of newspaper coverage given to a workshop held in a neighboring community (the city of Springfield), the president of the Westfield Council requested that a workshop be held in the County Jail. On May 31, this request and acceptance of a workshop was communicated to the program staff.

The union-counselor program was selected as the mechanism through which a workshop would be implemented since this group constituted the largest single body in the council and also because they could be utilized as a possible maintenance system to carry out the project's goals.

The president of the Westfield Labor Council felt that the union counselor should be the only labor personnel in attendance at the workshop even though the field representative suggested that the presidents of locals should be included. This suggestion was made by the field representative because he felt that if in-plant meetings were arranged, the officers of the locals would have to be educated about the project. However, it was finally decided by the president that the involvement of union counselors at this workshop would be sufficient since many of the council members and local union officers were also union counselors.

On June 27, 1967, the project staff in cooperation with the Westfield Union Counselors Program of the Westfield Labor Council conducted a workshop at the Hampden County Jail.

Due to illness, the president of the Westfield Central Labor Council could not attend this workshop. However, he acknowledged his endorsement of this project to the field representative.

There were approximately twenty members of the union-counselor program in attendance who represented a number of labor unions, and two correctional officials, and a field representative from the project's staff.

The sheriff, after having conducted a tour of the jail, spoke on "What is Being Done in Hampden County Jail for the Young Offender." This topic was also explored by the deputy master. This discussion focused on farm activities offered to the inmates. The participants of this workshop were informed of the construction of certain building units that had been performed by the offenders themselves. The sheriff endorsed the efforts expended by labor to assist the young offender. He encouraged authorized labor representatives to review the young offenders' employment record prior to release in order to properly determine the offenders' skills and aptitudes.

The labor representative of the United Fund in Springfield acted as chairman of the meeting and discussed the project and its developments. This latter task was also undertaken by the field representative of the project who shared with the union personnel his experiences with the project in other areas of the state. These experiences provided the field representative with essential information concerning issues that were raised during this workshop by labor personnel.

Labor responding to a question-and-answer period expressed interest in learning about the young offender. Among the suggestions expressed by labor were the following:

1. Referral of young offenders to a clearing house where unions and management were willing to hire them.
2. Management should be contacted in order to undertake further activity.

Discussion was given toward future action which would involve contacting management. Realization of the need for communication with management, especially in relation to job placement and the awareness of labor's role in preventing and controlling youth crime, was achieved at this workshop. The atmosphere of the County Jail presented a reality which helped to generate a concern and desire towards action. This attitude was manifested at this and similar workshops.

SUMMARY

The workshop phase of this training project was originally designed to identify specific mechanisms by which labor unions might take a new or more active role in programs for preventing and controlling youth crime. However, due to an educational lag at this phase and the need for additional exploration of the goals of the project by organized labor, it became necessary for the workshop phase to serve as a continuous educational function rather than as an action component. During this phase of the training project, organized labor was not prepared to become involved in existing programs nor to initiate new programs. It was becoming better informed as to the problems and issues necessary to discuss and evaluate in order to assist the young offender in reintegrating back into society. Organized labor was beginning to explore possible roles appropriate for it to assume.

The areas in which workshops were conducted provided organized labor, community resources and, in some instances, management with an opportunity of establishing effective dialogue. They also served as an educational tool in presenting an awareness and better understanding of community agencies. The workshops imparted information to the trainees which helped them to gain a greater insight into the problems encountered by the young offender, management, and community agencies when the inmate is released from the correctional institution. The workshops also provided an opportunity to explore in a meaningful way the avenues through which organized labor might avail itself in actively participating with other community resources in preventing and controlling youth crime. Finally, the workshops conducted in the houses of correction presented a sense of urgency to organized labor in becoming involved with the goals of the project. The meetings conducted in the correctional institutions not only helped to personalize the problems of the young offenders but also exposed to organized labor the lack of meaningful vocational programs and the need for effective services.

During the month of October, 1967, additional support was given to the goals of the project at the Tenth Annual Convention of the Massachusetts State Labor Council, AFL-CIO. The following resolution was adopted:

Juvenile Delinquency and Youth Crime

Whereas: The Massachusetts State Labor Council at the Ninth Annual Convention in 1966 in Resolution #38 called on all affiliated bodies to exert a direct influence on community efforts to control and prevent juvenile delinquency and youth crime, and

Whereas: the project, Labor and the Young Offender, funded by the Office of Juvenile Delinquency of the Department of Health, Education, and Welfare through the University of Massachusetts, Labor Relations and Research Center, has been extended to February 9, 1968, and

Whereas: the conference and workshops carried on by the staff of that project with joint sponsorship of the Massachusetts State Labor Council, Community Services Activities Committee, and the City Central Labor Bodies have identified many roles that organized labor can play in programs for the prevention and control of youth crime, including the rehabilitation of the individual offenders, and

Whereas: it is vital that organized labor translate such identified roles into action,

Be It Resolved: that this Convention calls on its affiliates to continue support of this project in its efforts to establish machinery to carry out the activities and roles identified in the workshops of the past year, and

Be It Further Resolved: that the State Labor Council instruct its legislative department to study and recommend legislation in support of work-release programs for prisoners, of establishing a category of "youthful offender," age 18 through 21, similar to the category of "juvenile delinquent," which is only through age 17, and any other legislation that is considered beneficial by recognized agencies dealing with this problem, and

Be It Further Resolved: that this Convention go on record in support of the Subcommittee on Juvenile Delinquency of the Governor's Public Safety Committee, of the Commission on Crime, and that it continue to participate in the deliberations of that body and bring to that body the concerns, the idealism, the practical experience of the organized labor movement of the Commonwealth of Massachusetts.

TRAINING SESSIONS

Immediately following the workshop stage of this training project, activity was directed toward soliciting union participation in an "on-the-job counselor" program and toward securing active support from management in the hiring of young offenders in suitable employment. The "on-the-job counselor" would be a union member oriented to the specific work situation. He would attempt to maintain the young offender on the job and be attentive to any poor performance by the young offender while employed. He would be particularly aware of circumstances that would lead to impulsive quitting or summary firing. The role of the on-the-job counselor would involve not only informing the young person of the rules of the situation and the errors to be avoided, but it would also involve providing incentives for making the most of the work situation. What would be more important in this role is positive support and encouragement rather than negative warnings and control.

The training sessions for the "on-the-job counselor" program which is concerned with soliciting organized labor's participation in providing assistance to the employed young offender became operative in November, 1967.

NEW BEDFORD

During the evening of November 2, 1967, the first training session was conducted for the on-the-job counselor program at the Bristol County House of Correction in New Bedford. The nine persons in attendance included the program director, the research director, the educational officer of the house of correction, and six union counselors.

Project folders containing informational material pertaining to facts on juvenile delinquency and available community resources were distributed. The program director reminded the participants that management usually has the responsibility of hiring in industrial plants but organized labor could help to maintain the young offender while he is employed in the plant. The importance of reducing the recidivism rate of offenders through employment was also emphasized.

The following ten questions had been elicited from the inmates by the educational officer to help provide direction with respect to what the offender considers to be problem areas when released from the house of correction:

1. What does a guy live on until he gets his steady pay?
2. Most jobs are bull-work for us, not learning a trade or skill.
3. Is the shop steward interested in the man as well as making sure the work is done?
4. If I'm not happy with my job, how can I change with no training or seniority?
5. What about the people I work with, if and when they find out I'm an ex-con?
6. How can another man help me if he's elected to represent the workers on special union problems?
7. How interested are people in me other than my doing a job and helping the company make money?
8. When I work it's okay, but after work there's nobody around to give me advice.
9. Every time there's trouble the police come to see me at work to ask questions and that doesn't help a guy. Why haunt a person because of a previous crime or mistake in life?
10. Most places won't even hire one of us because of police or jail record, so what do we do then?

A number of these questions were evaluated by the participants at this meeting. The first question discussed was "What does a guy live on until he gets his steady pay?" The educational officer stated that by law in Massachusetts an inmate may be given ten dollars at the time of his release. However, most inmates receive less than this amount. The participants discussed the inmate's need for financial assistance to maintain himself until he receives his first wages. A labor representative dismissed this problem indicating that the local welfare departments could provide such necessary funds. The solution offered was an oversimplification of solving the financial problems encountered by the young offender upon release from the institution. It was finally suggested that this issue be further explored in a later session when employers would also be present.

The next topic of discussion was focused on the inmates' statement that "Most jobs are bull-work for us--not learning a trade or skill." A labor representative misinterpreted the issue involved and stated that "everyone starts at the bottom" and "no special consideration is due the offender." This distinction between being employed in a work situation where there is an opportunity for promotion as opposed to a lack of avenues for advancement needed to be internalized by the trainees.

A suggestion that unions, management, and the offender should establish effective lines of communication was considered. The educational officer stated that the offenders who are released might have a misunderstanding of certain rules and regulations at their place of employment. Union officials suggested that the unions might provide insight into such problems.

When a work-release program was proposed for the Bristol County House of Correction, the educational officer mentioned the need for separate facilities to implement such a program because of security reasons. Labor's roles in providing assistance to the offender focused on the possibility of organized labor providing separate quarters to facilitate the implementation of a work-release program in the Bristol County House of Correction. Another area explored was the possibility of creating an agency that could be incorporated in which donations might provide a source of loans for paying suitable fines for offenders who could not afford to do so.

An issue raised as to whether organized labor could match employment opportunities with the individual offender's abilities was referred to a later training session where management would be represented.

The educational director proposed the following course of action that was apparently accepted by those union officials who were present at this session. First, the employer must be willing to hire. Second, the self-interest and talents of the inmate must be determined. Third, a union counselor would establish contact with the inmate.

With this proposal, the first training session ended.

On November 9, 1967, at 7:00 p.m., the second training session was also conducted at the Bristol County House of Correction in New Bedford. The fourteen individuals in attendance included the program director, the research director, the educational officer of the house of correction, seven union counselors, and four representatives from management.

The secretary-treasurer of the New Bedford Labor Council who served as chairman informed the participants that the agenda of this meeting was designed to focus on cooperative effort between management and organized labor in assisting the young offender to adjust to the working milieu.

The educational officer of this institution suggested that the inmate should write a letter to the company from which employment was sought after the inmate was tested and evaluated by the institutional officials. He emphasized that the institutional officials should be cognizant of available jobs in the community and consideration should be extended to the inmate's employment interests. The educational officer further stated that the inmate should not be employed in "just any job" but rather should have the opportunity to secure meaningful employment. A representative from management stated that although "bull-work" is always available, there is also a need for skilled employment.

The educational officer informed the group that there would probably not be any more than one man a month who would be placed in any particular plant. This was so stated so as not to leave management or organized labor with the impression that they would be confronting many ex-offenders for employment at any given time. The question was raised as to what kind of communication would be necessary to implement this program. However, at this point a labor representative again misunderstood the question concerning "bull-work" and stated that an inmate must not feel sorry for himself and should be given no special privileges and should be very contented with getting any job. "If he wants to become promoted, he will have to work just as much as anyone else." The educational officer informed this union official that the inmate was not afraid to work but that he should not be relegated to a position that had no opportunity for advancement. He further stated that there should be openings in which training and the possibility for advancement are available.

The educational officer cited a case history in which an offender successfully completed a welder's training course and became employed. This illustration was related to the participants at this session to demonstrate that a number of offenders have ability and ambition but lack only direction in utilizing their potential.

At this point the chairman directed the discussion to an agreed upon procedure which would involve both management and organized labor in helping the young offender become employed. The following steps would be involved in implementing the program:

1. Management would contact the educational officer at the Bristol County House of Correction and inform him as to the jobs that are available at any given time.
2. The educational officer would then notify the inmates who desired employment and who had completed the institutional pre-release and testing programs.

3. This inmate who expressed interest in a specific job offered in a particular plant would then write to a designated representative in that plant to make inquiry about possible employment.

4. The employer could then visit the inmate in the house of correction to discuss possible employment.

5. If the employer decided to hire the inmate, it would then be the responsibility of the on-the-job counselor to visit the house of correction in order to familiarize the inmate with the job requirements and also to establish meaningful communication.

6. Upon release and employment of the offender, the maintenance function of the on-the-job counselor becomes operative.

In his closing remarks, the educational officer informed the participants that organized labor would be actively participating for the first time in the Bristol County House of Correction Pre-release Program in the near future.

SPRINGFIELD

The first training session for the on-the-job counselor in the Springfield area was held at the Pioneer Valley AFL-CIO Council office on the evening of December 7, 1967. There were approximately ten union officials and three members of the project staff in attendance.

The discussion focused on the union contract in reference to practices utilized in the hiring of young offenders. Among such practices mentioned was that when an individual is hired in the plant, he is "talked to" by a union official. This procedure provided some communication between the union official and any new employee regardless of whether the individual had a prior record of law violations. Attention was given to the fact that some plants have already hired offenders.

Discussion also centered around the difficulties that might exist because of the unique characteristics of the young offenders. When marginal jobs were presented as an issue, a union official stated that menial jobs such as "broom jobs" are not given to individuals unless they specifically request them.

After discussing certain features of the contracts, it was agreed that the next meeting in this area would be held in the month of January. Management, community agencies, and organized labor would be invited to discuss the hiring of young offenders and the implementation of the on-the-job counseling program at this next meeting.

The second training session for the city of Springfield was conducted during the evening of January 25, 1968, at the Hampden County Jail. The twenty individuals in attendance included personnel from the project staff, organized labor, management, the Division of Employment Security, Parole Services, and the Massachusetts Correctional Association.

The Community Services Representative of the Pioneer Valley AFL-CIO Council served as chairman. He immediately provided direction by informing the participants that the purpose of the meeting was to establish machinery for the placement of young offenders. He explained that they should be concerned with exploring what management and labor can do to assist the young offender in securing employment.

> If there are good, decent jobs available, they should be reported so that they might be evaluated for possible placement. Organized labor would then be the resource that would help keep the young offender on the job.

The sheriff of the Hampden County Jail spoke next and explained a record system which was installed in the jail. He stated that this system would provide the necessary information for management, union officials, and correctional personnel in seeking employment for the young offender.

At this time in the meeting, the president of the Pioneer Valley AFL-CIO Council asked who was going to take the first step in informing management about young offenders seeking employment.

The suggested steps from the participants to this question involved the following procedure:

1. Parole personnel would call management.
2. Management would interview the young offender and if he was hired, notification would be given to the union official who would then act as an on-the-job counselor.

A representative from the Division of Employment Security indicated that counseling, testing, and training services could be made available for inmates in the house of correction. The programs under the Manpower Development and Training Act pertaining to services for inmates were discussed with the possibility of instituting programs within the Hampden County House of Correction.

A representative from management indicated that most jobs available are unskilled but offer some opportunity for advancement. He described the usual "job-posting method" used in many plants for hiring. "When jobs become available, they are posted and anyone can bid on it. A man who is qualified and with the most seniority would be employed in that position."

Some discussion was given to the type of employment available. A representative from the Division of Employment Security indicated that "most of these kids in jail had lousy jobs in the past." One management official stated that he was interested in hiring "trainable persons" which could be determined by testing services.

The financial problems that the inmate encounters when released from the house of correction prior to receiving his first salary check were raised by the personnel from the Division of Employment Security. This question was not really explored to any great extent but was quickly dismissed by the explanation that there were "some community resources available." Upon further exploration of this matter with a correctional official, it was discovered that the sources for such financial assistance are limited and usually result only after a personal effort has been extended by an interested correctional official.

Finally, it was decided that the following steps should serve as the machinery for the placement of the young offenders in the Springfield area:

1. Testing and counseling would be conducted in the house of correction by representatives from the Division of Employment Security.
2. A designated correctional or community service (the sheriff's office, Division of Employment Security, Parole Office, or the Massachusetts Correctional Association) would inquire with certain companies as to job openings.
3. If companies have openings, then the inmate would be interviewed for such available positions.
4. If the employer hires this individual, he would then inform a responsible union official in the plant who would then serve as an on-the-job counselor for the young offender.

WORCESTER

The first training session in the Worcester area was conducted at the County House of Correction on January 10, 1968. Most of the twenty-two participants were union counselors of the Steel Workers Union.

A film was shown entitled "The Odds Against" following a tour of the house of correction. The educational officer of this correctional institution then addressed the group on the educational accomplishments within the institution. He also indicated that community services provide testing and counseling for the inmate.

The sheriff informed the participants that 200 former inmates had become employed from this institution within the last year. He concluded his remarks by stating, "They might not be the best jobs, but they are jobs." However, upon further exploration, it was discovered that 60 of these 200 men have already returned to the correctional institution.

Officials at the house of correction emphasized job placement which provided the program director with the opportunity to explain the on-the-job counselor program.

A suggested agenda for the next training session in Worcester consisted of inmates on a panel describing some of the problems they encounter in the working world.

The second training session for the city of Worcester was conducted at the house of correction on January 17, 1968.

Invitations were extended to the Worcester Central Labor Council. The sheriff, the educational officer, the secretary-treasurer of the Massachusetts State Labor Council, the program director, a representative from the Division of Employment Security, and the president of the central labor council also participated.

Both the sheriff and the president of the Worcester Central Labor Council welcomed the participants. The representative from the Division of Employment Security described his role as senior counselor. He informed those in attendance of the necessity of establishing rapport with the interviewee and eliciting information relevant for meaningful employment. He further described the techniques of interviewing:

> The first requirement in building trust is to be able to accept the individual.... The interviewer needs to relate to feelings and develop perception about the interviewee with respect to meaningful job placement.... He must be aware of problems that affect the employability of the individual; e.g., physical, social, etc.

Prior to this session, the educational officer asked for volunteers to be interviewed before an audience of labor leaders. Two inmates responded. Both inmates interviewed provided the audience with an insight into their feelings and problems.

> I worked in a plastics plant. I liked that job very much because I had to use my imagination.... I had to use a lot of skill. In another job I started as a floor boy but they gave me better jobs to do as soon as they saw I could do them.... I want to work some place where they will recognize me and where I can go up the ladder.

This training technique also provided the participants with a greater empathy towards the obstacles encountered by the young offender when seeking employment.

> I quit school in the eighth grade because I couldn't learn the things I liked.... My little girl had pneumonia last winter and I have a lot of hospital bills.... I worked in Detroit on a forklift. It took quite a while to learn how to run it. It took skill. I liked that job.... I would like "tune-up" jobs on cars; however, I have a bad finger that interfers with such work.

A question-and-answer period followed which permitted union personnel to further explore the problems of the young offenders. This session was concluded after the program director discussed the project's literature.

Prior to the final training session conducted in Worcester, the secretary of the Worcester Central Labor Council requested that the program director notify the union counselors in six companies to inform their respective employers about the training session. Four management personnel were notified by the union counselors about the training session and were supplied with descriptive material of the project. This communication procedure was supplemented by letters and telephone calls from the program director to the six employers.

A final training session in Worcester was conducted on February 27, 1968, at the Worcester County House of Correction. The sixteen persons in attendance included union personnel, the program director, the educational officer from the correctional institution, a parole representative, a member of the Division of Employment Security, and three representatives from management.

The participants at this session initially observed the educational program conducted in the county correctional institution. Inmates enrolled in the courses would receive credits towards a high school diploma.

The meeting was conducted under the chairmanship of the secretary of the Worcester Central Labor Council. He stated that the purpose of the meeting was to seek a procedure through mutual cooperation in reporting available employment for the young offender. He then provided the participants with a brief history of the project.

The program director explained that the project has been exploring the problems resulting from youth crime and has attempted to discover the role of organized labor in preventing and controlling crime. She indicated that in other areas organized labor has discovered the role of an on-the-job counselor. Finally, attention was focused on the need for a systematic procedure for the employment of the hard-core youth.

A question was raised by management about the possibility of extending the employment probationary period for the hard-core youth. The program director responded to this by indicating that the best method would be the regular grievance procedure if it was effectively implemented. The parole officer discussed the problems that he had encountered in the past with job placement of hard-core youth and emphasized the need for an on-the-job counselor. The educational officer of the institution discussed the work-release program. Management expressed interest and made further inquiry into such a program.

The final procedure established for the implementation of job placement for the young offender consisted of providing the inmates in the house of correction with testing and counseling. The Division of Employment Security and/or state parole personnel would have a list of companies willing to hire employees who are young offenders. These companies would be notified when young offenders are seeking employment. The Division of Employment Security and/or state parole personnel would then contact the employers and make arrangements for the job interview. A personnel representative in the plant would notify the appropriate union official and introduce him to the new employee. The union official would then assume the responsibility of providing on-the-job counseling.

FALL RIVER

A training session was conducted in Fall River on January 11, 1968, at the Textile Workers, AFL-CIO, headquarters. The seven persons in attendance included union officials, project staff, the educational official from the Bristol County House of Correction, and a representative from the Neighborhood Youth Corps.

The program director informed this group that she was interested in exploring with them the avenues for reporting job opportunities in union plants.

The educational officer cited a case history of a young offender who was assisted in securing employment through this Youthful Offender Project.

He informed the participants of this session that communication established among management, the AFL-CIO Community Services representative in New Bedford, and himself provided an avenue for securing employment for a young offender. He related that the shop steward and president of the plant were cooperative in assisting the young offender adjust to the work environment. In this particular incident, free transportation was available for the new employee until he received his first wages. The clothing unit in the house of correction was able to provide the individual with clothing. A room was also made available for him. This was an example of what can be accomplished when various community resources cooperate to alleviate the obstacles encountered by the young offender.

The representative from the Neighborhood Youth Corps indicated that there should be job opportunities for "hard-core youth" rather than just those who do not experience real difficulty in obtaining employment. The educational officer responded to this statement by indicating that inmates in an institution have serious problems in securing meaningful employment.

The president of the United Labor Council of Greater Fall River requested that a training program be established in cooperation with the Bristol County House of Correction. He further inquired about the availability of funds under the Manpower Development and Training Act that could be utilized for training programs within a correctional institution. After receiving an affirmative response from the educational officer, the president of this labor council stated that the Fall River Central Labor Council could be a sponsor of a Manpower Development and Training Act program with technical assistance provided by the Commonwealth Service Corps. He further recommended that only the better job opportunities should be reported to the Neighborhood Youth Corps and the Bristol County House of Correction.

The secretary-treasurer and president of this labor council suggested that organized labor should notify the Neighborhood Youth Corps and the house of correction concerning available job opportunities. The representative from the Neighborhood Youth Corps suggested that financial assistance might be arranged for a young offender prior to receiving his initial wages if he qualified for such aid. Another suggestion was offered to establish a committee to explore the possibility of having clothes contributed to the correctional institution in New Bedford.

It was finally agreed upon that the educational officer of the Bristol County House of Correction would submit to organized labor a list of names of young offenders who were tested by the Division of Employment Security. Prospective employers would then be contacted.

Finally, this training session came to a close after the educational officer informed the participants that the next scheduled pre-release program in the Bristol County House of Correction will include organized labor.

SUMMARY

The training session phase of this project was introduced to establish procedures in each community for implementing a program of employment opportunities and on-the-job counseling of young offenders. The mechanism for achieving the action objective of job placement was established in each community in which training sessions were conducted.

Each session served as an educational tool to the trainees in providing information concerning the problems encountered by the young offender when seeking suitable employment. The involvement of management as participants at the training sessions conducted in the communities of Springfield, Worcester, and New Bedford provided effective dialogue in eliciting a feasible procedure for job opportunities and on-the-job counseling of young offenders. The training sessions also created an opportunity for greater communication and an atmosphere of cooperation among community resources. Testing and counseling services of the Divisions of Employment Security which would facilitate the process of suitable job placement of the young offender were offered to officials at several correctional institutions.

SUMMARY OF WORKSHOPS AND TRAINING SESSIONS

In making preparation for the workshops in various urban areas, the project staff used a strategy similar to that followed on a state-wide level. The central labor council in each urban area was approached somewhat in the fashion that the State Council was approached. Where possible, the local Community Services Activities Committee was made the focus for planning in the way that the state Community Services Activities Committee had served as the planning committee for the conference.

The planning and supervision of workshops differed from area to area. In some instances, the program staff of the project assumed most of the burden; in other instances, the labor leadership within the area undertook a major part of the responsibility. In some communities, group discussions were the primary training method; in others, panels were used. The workshops were attended by representatives of labor unions and representatives of other community agencies. In Springfield, management was involved in the workshops from the outset, while in New Bedford management participated only in the final workshop. Personnel from state and local agencies dealing with problems of the young offender were the primary resource used at the workshops. In some communities, efforts were directed toward working out a solution to a particular problem of employment; in others, workshops were used to transmit information and develop interest to a point where specific action could be undertaken. In most communities where workshops were conducted, either a union representative appointed to the project and/or a member of the staff of the central labor council provided liaison with the project staff.

Union representatives and program staff maintained contact with the central labor councils in a number of areas to conduct training sessions. These sessions had as their main objective the establishment of a mechanism in each community to facilitate the employment and on-the-job counseling of the young offender.

The agenda for training sessions varied with each community. New Bedford focused attention on what the offender considered to be employment problems when released from the correctional institution. The training session in Fall River provided discussion on the possibility of the central labor unions sponsoring under the Manpower Development and Training Act a training program for young offenders. Sessions in the city of Worcester showed a film depicting the plight of the young offender and conducted a simulated job interview with the young offender. Springfield devoted a training session to a discussion of the union contract with reference to employment practices. The primary resource used at the training sessions was personnel from local correctional and community agencies. Management was in attendance at the final sessions conducted in New Bedford and Springfield.

Training sessions in each community provided information to the participants concerning the employment problems of the young offender and directed focus toward establishing procedures for employing and maintaining young offenders on the job.

The following table illustrates the area and number of workshops conducted in each community. It also records the kind of participants and training techniques for each workshop.

WORKSHOPS

Area	Participants	Training Techniques
Boston		
1st workshop	Staff, union personnel, and community agencies representatives	Panel
Fall River		
1st workshop	Staff, union personnel, and community agencies representatives	Discussion group
2nd workshop	Staff, union personnel, and community agencies representatives	Discussion group
3rd workshop	Staff, union personnel, and community agencies representatives	Discussion group
Lowell		
1st workshop	Staff, union personnel, and community agencies representatives	Discussion group
New Bedford		
1st workshop	Staff, union personnel, and community agencies representatives	Discussion group
2nd workshop	Staff, union personnel, and community agencies representatives	Discussion group
3rd workshop	Staff, union personnel, community agencies, and management representatives	Discussion group

Area	Participants	Training Techniques
Norfolk Council (Brockton-Quincy)		
1st workshop	Staff, union personnel, and community agencies representatives	Discussion group and panel
Springfield		
1st workshop	Staff, union personnel, community agencies, and management representatives	Panel
2nd workshop	Staff, union personnel, community agencies, and management representatives	Panel
Westfield		
1st workshop	Staff, union personnel, and community agencies representatives	Panel
Worcester		
1st workshop	Staff, union personnel, and community agencies representatives	Panel

The following table illustrates the area and number of training sessions conducted in each community. It also lists the representatives present at each training session and provides a course of action to be implemented in each area.

TRAINING SESSIONS

Area	Participants	Course of Action
Fall River		
1st session	Staff, union personnel, and community agencies representatives	Mechanism established to facilitate the employment and on-the-job counseling for the young offender
New Bedford		
1st session	Staff, union personnel, and community agencies representatives	Discussion towards establishing mechanism for hiring and maintaining young offender on the job
2nd session	Staff, union personnel, community agencies, and management representatives	Mechanism established to facilitate the employment and on-the-job counseling for the young offender

Area	Participants	Course of Action
Springfield		
1st session	Staff and union personnel representatives	Discussion towards establishing mechanism for hiring and maintaining young offender on the job
2nd session	Staff, union personnel, community agencies, and management representatives	Mechanism established to facilitate the employment and on-the-job counseling for the young offender
Worcester		
1st session	Staff, union personnel, and community agencies representatives	Discussion to provide opportunity for the establishment of mechanism to facilitate the employment and on-the-job counseling for the young offender
2nd session	Staff, union personnel, and community agencies representatives	Role playing to provide participants with greater insight into the problems of the young offender
3rd session	Staff, union personnel, community agencies, and management representatives	Mechanism established to facilitate the employment and on-the-job counseling for the young offender

D. IMPACT AND RECOMMENDATIONS

The project carried out its educational function in the introductory meetings and planning meetings held with the State Council, the State Community Services Activities Committee, various central labor councils, and the executive committees of several local unions. In these presentations, the members of the staff informed labor personnel of the nature of the project and the possibilities for action by labor. These group presentations were, in effect, sessions at which the staff attempted to generate involvement and commitment by leaders of labor groups.

The educational function of this training project was further extended to the conference, workshops, and training sessions. Each of these phases provided an opportunity to explore further with the trainee, community agencies, and management in some areas the problems encountered by young offenders seeking employment.

Although limited overtures to building trades councils were made by the project staff, the building trades were not involved as trainees. The failure of involvement of building trades resulted in a shift of concern for the trainees who were members of the industrial trades from vocational training to on-the-job training, job placement, and on-the-job counseling.

Inmates in county correctional institutions, who were the ultimate target group for this project, generally serve short terms of incarceration. Even though this makes vocational training programs difficult to effectively implement, it is imperative to involve both the building trades and industrial trades if suitable job opportunities are desired in skilled and semi-skilled employment. Skilled training could be conducted in state correctional institutions and in skill centers established in the community. The industrial trades also have the opportunity of sponsoring semi-skilled training in correctional institutions and in the community under the Manpower Development and Training Act. The Fall River Central Labor Council has suggested exploring this avenue further with the correctional officials at the Bristol County House of Correction. Unless young offenders receive the education and training necessary either in the correctional institution or in the community, his opportunity for suitable employment will be limited and his chance for advancement frustrated. Since management does the hiring in most industrial plants, it is also imperative to involve them in any programing for the employment of young offenders.

The central objective of this training project was to assist leaders in organized labor to develop new concepts of roles that union leaders might adopt to help deprived youth. The project, then, has not been concerned merely with the transmission of information but more essentially with the generation of involvement and commitment by a community resource that has not been extensively involved in dealing with the problems of hard-core youth. The project had found initially a lack of awareness on the part of organized labor regarding ways in which labor can be involved, but it had also found a willingness on the part of labor to be involved when the need and opportunity are shown. Organized labor, community agencies, and management have demonstrated a need to develop a team approach in jointly planning for and implementing meaningful employment programs for the prevention and control of hard-core youth.

It would appear that as a result of this training project, the communities of Fall River, New Bedford, Springfield, and Worcester have a unique opportunity to participate in a proposed on-the-job counselor program.

There has emerged among labor persons in these areas an interest in "vocational maintenance." Professionals who have dealt in the past with the young offender find that there is difficulty not only in training him for the job and placing him in the job, but also maintaining him on the job. Many hard-core youth are ill-prepared for the personal discipline that work requires. There are problems of absence, lateness, poor work preparation, transportation, budgeting of time and money, and impulsive quitting. Case loads of probation and parole officers limit opportunities for guidance of young offenders employed in plants. There is need for someone to provide support to the young offender in the work situation.

Labor personnel in these communities have responded quite positively to the notion of a supporting role to the young offender in the work situation. They feel that the work situation is something about which they know quite a lot, and they favor the idea of a one-to-one relationship between a young offender and union counselor.

The "on-the-job counselor" would be oriented specifically to the work situation. He would try to maintain the young offender on the job, be attentive to unexplained absence, chronic lateness, poor work preparations, getting to work and back home, and other matters related to performance on the job. He would be particularly aware of circumstances that might result in impulsive quitting or summary firing. He would not function as a social worker, probation officer, or parole officer; such persons would continue to be involved in providing services to the young offender.

It is important that education and training either in the correctional institution or in the community be supplemented with suitable employment opportunities in which the hard-core youth may actualize his potential. This potential may be aided in such actualization if the job placement offers the services of a trained, on-the-job counselor. However, it is paramount that the hard core receive the education and training necessary to properly benefit from such on-the-job counseling services.

With the completion of this training project, there have been offenders employed in plants in New Bedford and Springfield. These job placements have been as a direct result of the efforts extended by personnel involved in the Youthful Offender Project. It is anticipated that there will be an increase of placements as soon as the employment procedures become more operative and as soon as more young offenders are released from the houses of correction for the communities of Fall River, New Bedford, Springfield, and Worcester.

Greater effort and concentration should be extended in the future to those communities which have indicated interest but were not fully integrated into this training project. Failure to do so will result in an opportunity missed for organized labor to be a leader in programing for the prevention and control of youth crime.

The full impact of this project on organized labor cannot be truly assessed until its potential has been realized.

RECOMMENDATIONS

The experiences provided by this training project suggest the following course of action for organized labor in Massachusetts:

1. Establish committees to provide opportunity for suitable employment of hard-core youth

The Massachusetts State Labor Council and the central labor councils should establish permanent committees whose responsibility would be to initiate and maintain liaison among community agencies, management, and organized labor for the purpose of providing opportunity for suitable employment of hard-core youth. These committees should meet continuously with community resources to explore, evaluate, and attempt to overcome obstacles in the employment of the hard-core youth. Such committees could be subcommittees of the Community Services Activities Committee or newly created committees within the labor councils.

2. Establish a structure of communication and coordination of programing for the employment of hard-core youth

The committee within the Massachusetts State Labor Council created for the purpose of providing opportunity for suitable employment of hard-core youth would be the central body for providing coordination of employment activities for the hard-core throughout the state. It would also provide the necessary communication to implement such employment programing.

3. Establish a program of trained on-the-job counselors

Union personnel trained in the problems of the hard core should serve as counselors for the young offender while employed in the plant. It is further suggested that the on-the-job counselor be trained so that he is able to effectively perform his duties. Such preparation should include a knowledge of human behavior, an understanding of the causes and preventive measures for youth crime, and an awareness of available community resources. The trained on-the-job counselor should be sensitive to the problems of the hard core.

4. The need for prevocational and vocational training

Since most inmates lack education and skills when they are released from the correctional institutions, they are not in most cases able to secure and remain in suitable employment. It is necessary, therefore, to prepare these individuals so that they will be in a position to obtain suitable employment and become contributors to society. Organized labor has the opportunity to establish training programs within and outside the correctional institutions. This should be initiated both by the industrial trades and the building trades. If this is properly supplemented by services rendered such as testing and counseling by other community agencies, the young offender would be better prepared to reintegrate into society.

5. Organized labor should be a participant in prerelease programs

The Bristol County House of Correction has initiated a prerelease program designed to disseminate information about the working world and community resources. This program has included in its agenda representatives from labor. It would seem advisable that this serve as a model for the involvement of organized labor in other correctional institutions.

6. Exploration by unions, management, and community agencies in resolving problems that are factors in the recidivism rate of young offenders

Many young offenders return to the correctional institutions within the first two weeks of being released. Lack of adequate income when initially released and the unavailability of a residence increases the likelihood of the failure to readjust in society. Organized labor, management, and community agencies should seek solutions to such problems. Perhaps unions might be influential in securing an advance of salary for the young offender. Unions might also sponsor halfway houses for young offenders.

7. Establishment of skill centers

Since most young offenders lack the necessary skills to secure positions demanding skills, it is imperative that skill centers be established in communities under the sponsorship of organized labor.

8. Organized labor and management should reexamine and revise when necessary rules, contract provisions, and practices pertaining to the employment of the young offender

Many young offenders are unable to secure employment because of existing rules and regulations in the plants. Some companies will not hire an applicant if he makes known his criminal record. Other companies will not bond or receive security clearance for young offenders. These are a few realistic obstacles that demand immediate solutions if society expects the young offender to be able to reintegrate into the community as a productive contributor.

9. Organized labor should actively support legislation pertaining to progressive correctional matters

Work release programs and halfway houses for the young offender have provided the necessary rehabilitative linkage between the correctional institution and society. Organized labor should continue to actively support similar correctional legislation which benefits the welfare of Massachusetts.

10. Organized labor should inform the public about the unemployment of hard-core youth and the measures needed to provide opportunities for suitable employment for the young offender

Organized labor has a unique opportunity to provide the public with information about the young offender and the necessary factors for his employment. An information campaign would aid in providing greater insight into the problems encountered by the young offender and promoting education, training, and job opportunities for the hard-core youth.

To summarize, organized labor should be involved in the initial and final stages of planning for the employment of the hard core on the state, the city, and the county levels. In each area, committees should be responsible for the coordination and implementation of activity to assist the young offender in securing and maintaining suitable employment. Labor with other community agencies should participate together to establish the necessary facilities to prepare the young offender for suitable employment. Union personnel should be selected for training as on-the-job counselors to help maintain the young offender on the job. However, it should be emphasized that job advancement and the availability for suitable employment is contingent upon the preparedness of the hard-core youth through education and training. Finally, it is imperative that building trades as well as industrial trades assume an active role in the prevention and control of juvenile delinquency and youth crime by providing the necessary training.

APPENDIX

I. Research Material

    A. Research Questions

    B. Contact Report

    C. Attitude Form

II. Curriculum Material

    A. Information Sheets

        1. Juvenile Delinquency and Youth Crime in Massachusetts
        2. The Relationship between Crime and Employment
        3. Characteristics of the Young Offender
        4. Legal Procedure: Juvenile
        5. Legal Procedure: Adult
        6. Directory of Programs

    B. Halfway Houses

    C. Job Corps

    D. Manpower Development and Training Act

    E. Neighborhood Youth Corps

    F. Work-Release Program

    G. Youth Opportunity Centers

RESEARCH QUESTIONS

1. WHAT DO YOU ATTRIBUTE TO BE THE CAUSE OR CAUSES OF JUVENILE DELINQUENCY?

2. WHAT DO YOU FEEL WOULD BE POSITIVE APPROACHES TOWARD THE PREVENTION OF DELINQUENCY?

3. WHAT DO YOU THINK OF VOCATIONAL TRAINING AND PLACEMENT AS AN APPROACH FOR THE PREVENTION OF DELINQUENCY?

4. WHAT KINDS OF VOCATIONAL TRAINING PROGRAMS DO YOU FEEL ARE PARTICULARLY EFFECTIVE?

5. TO WHAT DEGREE, IN YOUR OPINION, HAVE UNIONS BEEN INVOLVED IN VOCATIONAL TRAINING AND PLACEMENT? HOW MIGHT THIS BE CHANGED?

6. ARE THERE ANY OBSTACLES THAT YOU WOULD EXPECT IN CARRYING OUT A PROGRAM INVOLVING LABOR UNIONS IN THE VOCATIONAL TRAINING AND PLACEMENT OF HARD-CORE YOUTH?

ORGANIZATION:______________________________

____

GEOGRAPHICAL AREA:________________________

CONTACT REPORT

DATE________________________________DAY______________TIME______________

PERSON MAKING CONTACT____

PERSON (S) CONTACTED____

NATURE OF CONTACT:_________________INITIATED_________________RECEIVED

_____LETTER (address)____

_____TELEPHONE (number)______________________________________

_____PERSONAL (place)____

_____OTHER (specify)____

PURPOSE:

SUMMARY:

JD1

ATTITUDE FORM

(Add as supplement to contact form if relevant)

DATE________________________

PERSON MAKING CONTACT________________________________

PERSON CONTACTED____________________________________

1. Causes and control of juvenile delinquency and youth crime

2. Vocational training and placement

3. Involvement of organized labor

4. Obstacles to carrying out a program involving labor unions

JD2

INFORMATION SHEET I

Juvenile Delinquency and Youth Crime in Massachusetts

Massachusetts is witnessing a dramatic rise in the rate of juvenile delinquency and youth crime. It is difficult to determine the number of youngsters who violate the law each year. Many juvenile and youthful offenders are not detected by the police while others never appear before the courts. As a result, these youngsters are not recorded as official statistics. Although only a relatively small number of youngsters who get into trouble are committed to the juvenile and correctional institutions, the seriousness of the problem often increases with each step from trouble to arrest to court appearance to commitment.

According to official statistics, it is estimated that there are over 12,000 boys and girls under 17 years of age and more than 32,000 youth between the ages of 17 and 21 in Massachusetts whose unlawful behavior resulted in a court appearance.

The most frequent offenses committed by the juvenile (aged 7-17) are acts against property such as larceny and theft, whereas the greatest number of crimes committed by youthful offenders (aged 17-24) are automobile offenses.

However, it is significant to observe the most characteristic type of offense for which the youthful offender is committed to the state and county correctional institutions.

Walpole Correctional Institution--more committed in 17-24 age group for armed robbery than any other offense. The population of this institution is all males.

Concord Correctional Institution--more committed in 17-24 age group for breaking and entering and larceny than any other offense. The population of this institution is all males.

Framingham Correctional Institution--more committed in 17-24 age group for stubborness than any other offense. The population of this institution is all females.

Jails and Houses of Correction--more committed to jails and Houses of Correction in 17-24 age group for violating motor vehicle laws than any other offense. The population of these institutions is mostly males.

It would appear that larceny and theft among the juvenile offender develop into automobile offenses and eventually into breaking and entering and armed robbery among the youthful offender. This serious progression of offenses has been demonstrated over a ten-year period by a ninety percent increase in juvenile court appearances and a substantial increase in the number of youthful offenders in Massachusetts.

*COURT STATISTICS FOR JUVENILE APPEARANCES

during the year ending December 31, 1965

Courts Reporting (by County and Municipality	Boys	Girls	Total
Barnstable			
Barnstable	182	16	198
Provincetown	23	3	26
Berkshire			
Adams	20	6	26
Great Barrington	40	8	48
Lee	17	0	17
North Adams	62	9	71
Pittsfield	65	32	97
Williamstown	23	0	23
Bristol			
Attleboro	105	6	111
Fall River	268	47	315
New Bedford	374	41	415
Taunton	114	22	136
Dukes			
Oak Bluffs	29	2	31
Essex			
Amesbury	22	3	25
Gloucester	62	3	65
Haverhill	72	16	88
Ipswich	25	3	28
Lawrence	248	16	264
Lynn	286	57	343
Newburyport	62	5	67
Peabody	73	5	78
Salem	119	25	144
Franklin			
Greenfield	95	17	112
Orange	4	0	4
Hampden			
Chicopee	116	16	132
Holyoke	115	19	134
Palmer	107	5	112
Springfield	512	109	621
Westfield	74	18	92
Hampshire			
Northampton	140	21	161
Ware	9	0	9
Middlesex			
Ayer	69	8	77
Cambridge	289	29	318
Concord	92	11	103
Framingham	133	30	163
Lowell	247	33	280

Courts Reporting (by County and Municipality)	Boys	Girls	Total
Malden	361	48	409
Marlborough	61	10	71
Natick	45	11	56
Newton	121	9	130
Somerville	117	18	135
Waltham	167	17	184
Woburn	162	8	170
Nantucket			
Nantucket	19	0	19
Norfolk			
Brookline	141	5	146
Dedham	190	13	203
Franklin	119	11	130
Quincy	349	29	378
Stoughton	98	5	103
Plymouth			
Brockton	183	32	215
Hingham	283	18	301
Middleboro	89	5	94
Plymouth	140	12	152
Suffolk			
Boston Juvenile	729	265	994
Brighton	57	6	63
Charlestown	63	12	75
Chelsea	244	29	273
Dorchester	338	67	405
East Boston	96	9	105
**Roxbury	435	103	538
So. Boston	123	3	126
West Roxbury	381	43	424
Worcester			
Blackstone	14	1	15
Clinton	64	7	71
Fitchburg	141	26	167
Gardner	114	20	134
Leominster	46	10	56
Milford	18	0	18
North Brookfield	18	0	18
Southbridge	52	3	55
Westboro	23	0	23
Winchendon	14	2	16
Worcester	834	137	971

*Office of the Commissioner of Probation.

**Beginning September 27, 1965, new juvenile cases were assigned to the Boston Juvenile Court.

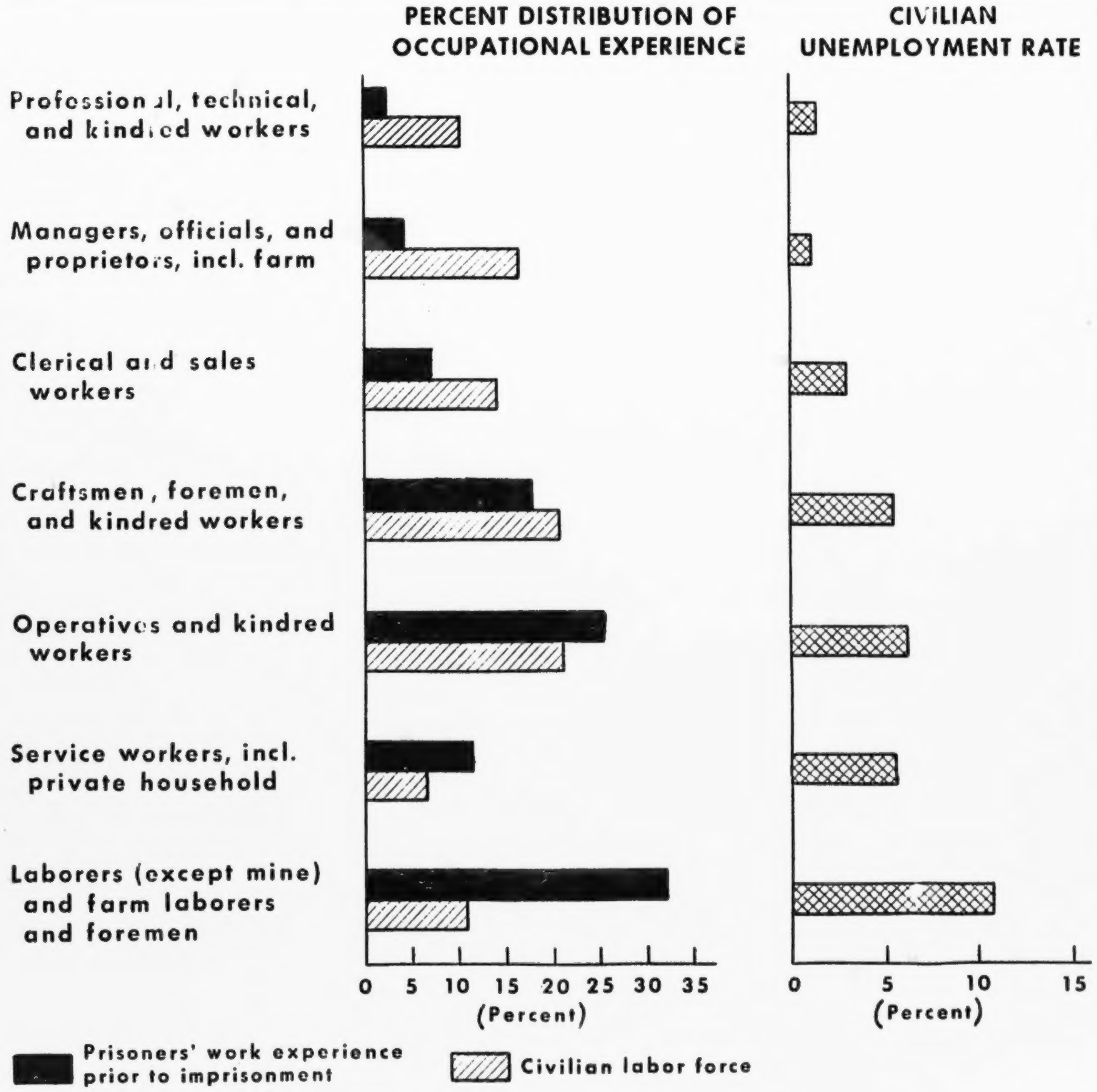
INFORMATION SHEET II

The Relationship between Crime and Employment

The following chart demonstrates that many offenders prior to being imprisoned were unskilled and worked in occupations that have the highest unemployment rate. Studies also indicate that there is a relationship between crime and a poor employment record. The majority of inmates in our correctional system have had little experience in long-term employment. The absence of persistent work experience seems to be more widespread among younger offenders. It would appear that a lack of skills and a poor employment record serve as obstacles in becoming law-abiding citizens.

THE MAJORITY OF PRISONERS HAVE WORKED IN OCCUPATIONS THAT REQUIRE THE LEAST SKILL AND HAVE THE HIGHEST UNEMPLOYMENT RATES.

Occupational Experience Reported by Prisoners Before Imprisonment and by the Civilian Labor Force, and the Civilian Unemployment Rate, April 1960 1/



1/ All data are for males only; since the correctional institution population is 95 percent male, data for males were used to eliminate the effects of substantial differences between male and female occupational employment patterns.

Source: U. S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from U.S. Department of Commerce, Bureau of the Census.

Reproduced from the publication MANPOWER RESEARCH, Pub. No. 8, April 1966, page 3.

INFORMATION SHEET III

Characteristics of the Youthful Offender

Both disadvantaged youth and youthful offenders often share similar characteristics which serve as handicaps in seeking job opportunities in the labor market.

Many youngsters who violate the law and have criminal records lack the self-confidence that is necessary for successful employment. Too often in the past they have either encountered failure in their jobs or found themselves among the unemployed. The feeling of hopelessness and inability to perform in work tends to give the youthful offender a poor self-image and decrease his motivation toward employment. His desire to experience a sense of accomplishment becomes frustrated by the feeling that it is unattainable. The young offender is often fearful of failure and distrustful of others. He hesitates to establish relationships because of the many disappointments which he has encountered in the past.

Experience has shown that these youth must be helped in developing a sense of obligation to the job, regular work attendance, and a meaningful working relationship with their fellow employees. Many of these youth have demonstrated poor work habits by arriving late for work, taking unauthorized breaks, leaving early from work, not dressing properly, and rebelling against authority. Fortunately, these habits can be corrected; but it requires training, discipline, and a sense of pride in the work undertaken.

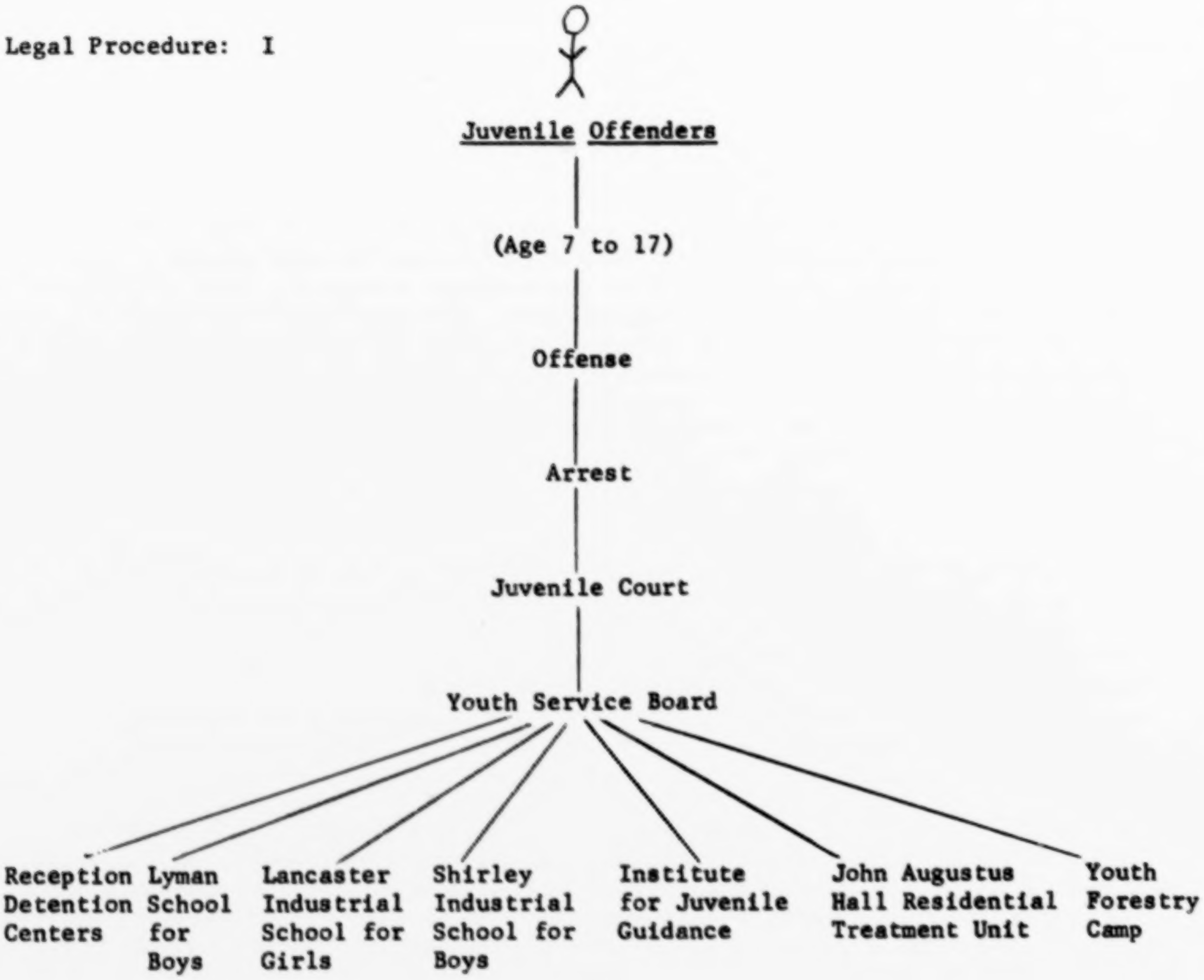
Youthful offenders usually do not have adequate education or skills to find jobs that will provide them with an opportunity for advancement. They become discouraged and view themselves as societal rejects, outcasts, and worthless. The only jobs that are available to them are those that require little skill and education. Jobs in effect that lead to a state of hopelessness and frustration.

Many of these youngsters are poorly prepared for seeking and obtaining employment. Too often they find themselves unaware of what job opportunities are available and what qualifications are necessary to apply for such positions. Even when they meet the basic requirements, many youthful offenders experience difficulty in filling out application forms for employment and taking aptitude tests. Job interviews often present a problem for these youngsters because of the difficulty they experience communicating with the employer.

The youthful offender needs both basic education to prepare himself for undertaking training programs and skills that will provide him with the opportunity to maintain his dignity and self-worth as an individual so that he is able to become a productive member of society.

INFORMATION SHEET IV

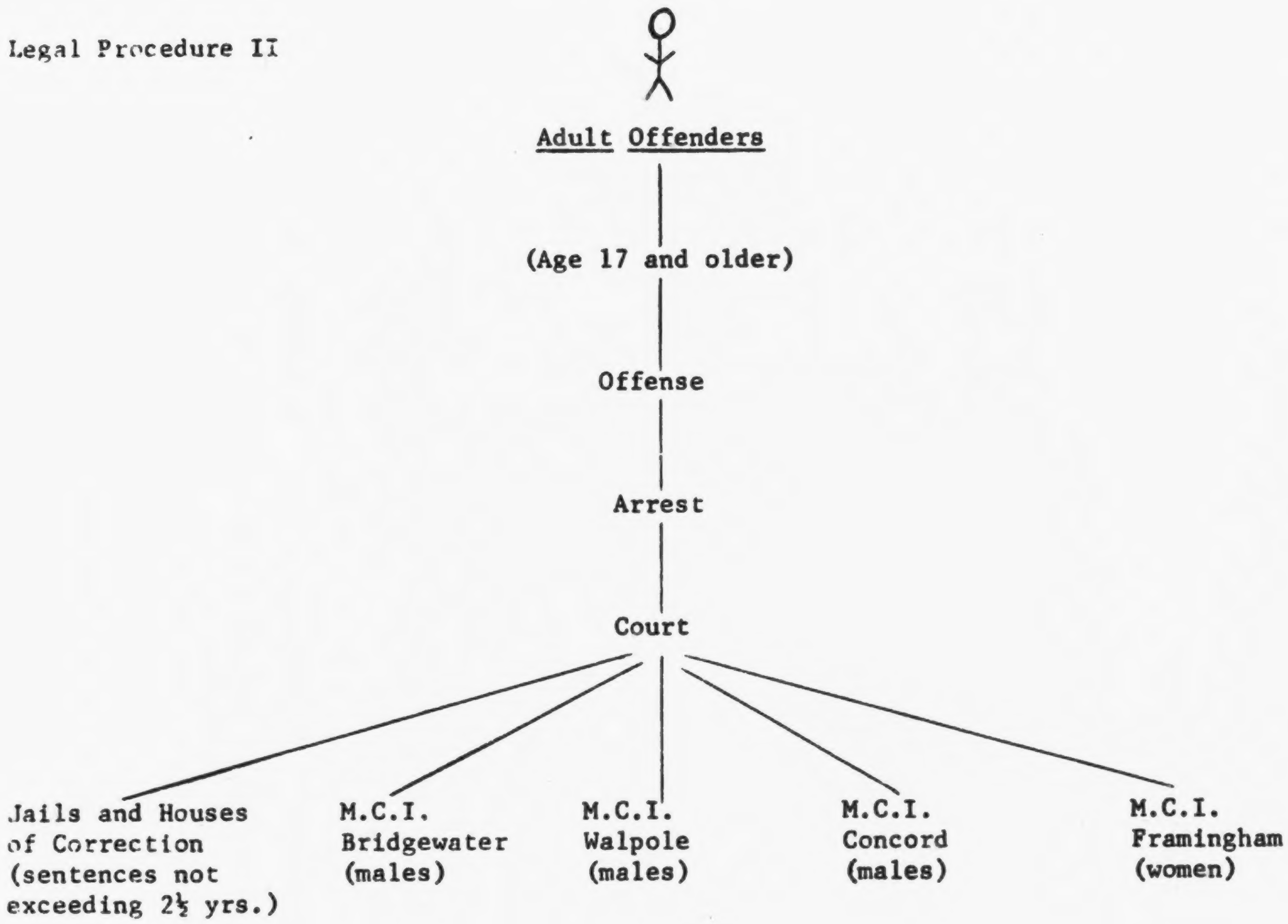
Legal Procedure: I


Juvenile Offenders
(Age 7 to 17)
Offense
Arrest
Juvenile Court
Youth Service Board
Reception Detention Centers
Lyman School for Boys
Lancaster Industrial School for Girls
Shirley Industrial School for Boys
Institute for Juvenile Guidance
John Augustus Hall Residential Treatment Unit
Youth Forestry Camp

Youngsters between the ages of 7 and 17 who violate any city ordinance or town by-law or who commits any offense against a law of the Commonwealth are called juvenile delinquents. The courts are not allowed to commit delinquents to juvenile institutions but only to the Youth Service Board. This Board has the right to place these youngsters in approved foster homes, or send them to private institutions, or return them immediately to their own homes with the approval of the committing court or to any one of the above-diagramed institutions for various periods of time.

INFORMATION SHEET V

Legal Procedure II


Adult Offenders
(Age 17 and older)
Offense
Arrest
Court
Jails and Houses of Correction (sentences not exceeding 2½ yrs.)
M.C.I. Bridgewater (males)
M.C.I. Walpole (males)
M.C.I. Concord (males)
M.C.I. Framingham (women)

Any person 17 years of age and older who violates a law is usually tried either in a District or Superior Court. He or she may be committed by the Court to one of the above-diagramed county or state correctional institutions for a period of time depending upon the type of offense committed and the length of punishment imposed.

INFORMATION SHEET VI

Directory of Programs

Many disadvantaged youth and youthful offenders are unemployed because they lack the necessary education and skills to successfully compete in the labor market. Diagramed below are some of the major legislation and programs through which organized labor could provide assistance for these youngsters.

Economic Opportunity Act
(Office of Economic Opportunity)

- Job Corps
- Neighborhood Youth Corps
- College Work Study
- Community Action Program
- Adult Basic Education
- Migrant Program
- Adult Work Experience
- Volunteers in Service to America

Manpower Development and Training Act
(Office of Manpower, Policy, Evaluation, and Research)

- Basic Education
- Institutional Training
- On the Job Training

Vocational Education Act
(U.S. Office of Education,
Dept. of Health, Education, and Welfare)

- Work Study Program

Wagner-Peyser Act
(Bureau of Employment Security,
Dept. of Labor)

- Youth Opportunity Centers

Vocational Rehabilitation Act
(Vocational Rehabilitation Admistration,
Dept. of Health, Education, and Welfare)

- Vocational Rehabilitation Program

Elementary and Secondary Education Act
(U.S. Office of Education,
Dept. of Health, Education, and Welfare)

- Work Experience and Pre-Vocational Programs

HALFWAY HOUSES

Individuals who have committed offenses against society encounter a serious problem of adjustment when they are released from correctional institutions. In many instances, these individuals are expected to become responsible and law-abiding citizens when released into the community without being properly prepared to meet the demands of everyday life. Most young offenders have poor work habits and attitudes which serve as realistic obstacles in attempting to adjust to a life of employment. A majority of these offenders will commit new crimes which will lead to further periods of confinement in the correctional institution unless some mechanism is provided to assist him to overcome these obstacles and aid him in reintegrating back into the community. Halfway houses are one way in which this can be accomplished.

A number of halfway houses have been created in various communities in order to help reduce the high rate of return to the correctional institutions. These halfway houses provide a temporary home for the offender which serves as a bridge between the institutional life of confinement and that of living in the community. They serve as a bridge between the past life of regimentation and dependency in confinement, to the new life of freedom and self-determination in the community. The halfway house attempts to assist individuals through providing counseling sessions and a variety of educational, psychological, and social programs to gain better insight and understanding of themselves and the community so that they may become productive and law-abiding citizens. These temporary homes for offenders need strong support from the whole community if their programs are to be successful. Among the halfway houses for youthful offenders in Massachusetts are the following:

Brooke House
(male offenders)
79 Chandler Street
Boston, Massachusetts

Hillside House
(male juvenile delinquents)
145 Hillside Street
Roxbury, Massachusetts

Friends of Framingham
(female offenders)
32 Charlotte Street
Dorchester, Massachusetts

Vei Lomani
(female offenders)
9 Locksley Street
Jamaica Plain, Massachusetts

JOB CORPS

The Job Corps is a residential center which is established to help young men and women between the ages of 16 and 21 become responsible and productive members of society. A court record alone does not prevent a youngster from becoming a member of the Job Corps. The nature and frequency of offenses and his ability to adjust to a residential training program are the most important considerations.

Many youngsters need a change of environment and individual attention if they are to develop talents, self-confidence, and motivation. The Job Corps, through its intensive program of basic education, skill training, testing, and counseling, provides a youngster with an opportunity to maintain his dignity and self-respect while learning good work habits and proper attitudes. It attempts to instill in these youngsters recognition of the value of work and a sense of responsibility to themselves and their community.

While at the Center, these young people receive board, room, and clothing in addition to a $30 monthly allowance. Upon leaving the Corps, a youngster receives a final payment of $50 for every month in attendance.

There are three types of Job Corps Centers:

Rural Conservation Centers for Men: These centers are usually located on public land, such as in national parks and forests. Youngsters acquire basic education and job skill training. The vocational training prepares the youth for entry jobs in such fields as automotive, clerical, conservation, general construction, and maintenance.

Urban Centers for Men: These centers prepare youth for jobs ranging from entry to more advanced skill levels. The youngster may be trained for such jobs as office machine operator, automobile repairman, clerk, hospital technician, among other occupations.

Urban Centers for Women: These centers provide training in job skills, in home and family life, and in health and recreation. It is anticipated that the learning of proper values and attitudes will contribute to strong family relationships. Among the occupations offered to these young women are those in the clerical, retail, and service fields.

In Massachusetts we have the following Job Corps Centers: (1) Urban Center for Men (Fort Rodman, New Bedford), and (2) Conservation Center for Men (Wellsfleet).

Further information concerning the Job Corps may be obtained at the State Employment Office, the Community Action Program, or a similar social service agency in your community.

MANPOWER DEVELOPMENT AND TRAINING ACT

The Manpower Development and Training Act provides a national program of occupational training, retraining, and manpower research which focusses on the needs of the unemployed and underemployed. This program can aid the young offender leaving the correctional institution in finding meaningful employment and by helping to prevent the reoccurrence of failure and rejection which has been characteristic of his life style. This pattern of failure is often repeated as evidenced by the high rate of recidivism which is directly related to the inability of the parolee to obtain meaningful and continuous employment.

The facilities for rehabilitation and skill training in many institutions are inadequate or nonexistent. Work activity in correctional institutions such as outdoor manual labor or producing materials such as license plates and signs is not a realistic preparation for life in society. Men are returned to a hostile environment no more equipped to handle social problems and prospects for employment than they were before incarceration.

Organized labor and other community resources can help the severly handicapped offender by the sponsorship and support of programs under the MDTA. The act provides for programs which include (1) basic education, (2) on-the-job training, (3) institutional training, and (4) experimental and demonstration programs.

The intelligence of offenders is comparative to the general population, but most are school dropouts, being untrained and underemployed before incarceration. Experience has shown that the offender is capable of absorbing training, which may be effectively given during a relatively short term of confinement in a correctional institution.

Institutional training may be given in a wide variety of demand occupations. Basic education courses in reading, writing, language, and arithmetic can also be given to prepare the offender for skill training. Representatives from unions, management, and other community agencies should meet to plan a meaningful program of training and employment for the young offender.

Further information may be obtained by contacting your nearest Division of Employment Security Office and/or Community Action Agency.

NEIGHBORHOOD YOUTH CORPS

The Neighborhood Youth Corps is a work-training program which provides young men and women between the ages of 16 and 21 with an opportunity to develop proper work habits and attitudes through actual work experiences. It offers youngsters a sense of direction and motivation while improving their education and skills. A court record alone does not prevent a youngster from becoming eligible for this work-training program. The nature and frequency of offenses and his ability to adjust to the program are the most important considerations. The three major components of the Neighborhood Youth Corps are:

1. The In-School Program which provides part-time work for youngsters from low-income families in order that they may stay in school. These youths who attend school full time may be employed up to 15 hours weekly.

2. The Out-of-School Program is designed to assist the school drop-outs with a maximum of 32 hours a week of work experience to improve their employability. Basic instruction or remedial education is also included in these projects.

3. The Summer Work Program provides work experience to youths who will return to school in the fall as well as those who have left school and who need work training to improve their employability.

These programs attempt to assist unemployed youth by allowing them to further their education, develop good work habits, acquire basic skills, and work experiences. The Neighborhood Youth Corps helps to prepare youngsters against a lifetime of unemployment, underemployment, and frustration.

Work performed by these programs is not in competition with that performed by workers presently employed or seeking jobs. The work activities of the Neighborhood Youth Corps will be confined to areas that will benefit the public and which otherwise would not have been done. This useful work will allow many youngsters, for the first time, an opportunity to maintain their dignity and self-respect while earning a wage for their efforts. These work projects that are developed under the sponsorship of local government units and private nonprofit organizations will provide more opportunities for improving your community.

Further information concerning the Neighborhood Youth Corps may be obtained by contacting the Community Action Program in your community or the nearest State Employment Office.

WORK-RELEASE PROGRAM

A work-release program is a carefully developed plan which allows certain inmates of Houses of Correction, State and Federal prisons, an opportunity to be employed in a community during the day while returning to the institutions at night. This method presently used by a number of penal institutions serves to provide an opportunity for the inmate to learn good work habits and attitudes. It also provides the inmate with an amount of money which he has worked for and which will allow him to meet any debts that he has incurred or other responsibilities and obligations which are usually undertaken by the taxpayer. The work-release program serves not only as a mechanism by which the inmate is contributing to society by his employment but also toward his own well-being by maintaining his dignity as a person.

In Massachusetts, the sheriffs in certain counties may establish a work-release program which provides selected inmates an opportunity to work at gainful private employment. Sex offenders and persons sentenced for acts of violence are not eligible for this program. The sheriff of the House of Correction uses careful discretion in allowing an inmate to participate in this rehabilitative program.

Organized labor and other community resources have an opportunity to contribute to the rehabilitation of the individual and the betterment of the community by supporting the work-release program. This program benefits the inmate by providing him with positive attitudes toward work and helps the young offender toward contributing to his community while he is institutionalized and upon release. Society benefits also when an individual is provided an opportunity to be gainfully employed. Employment helps to maintain an individual as a law-abiding citizen rather than a burden to the community.

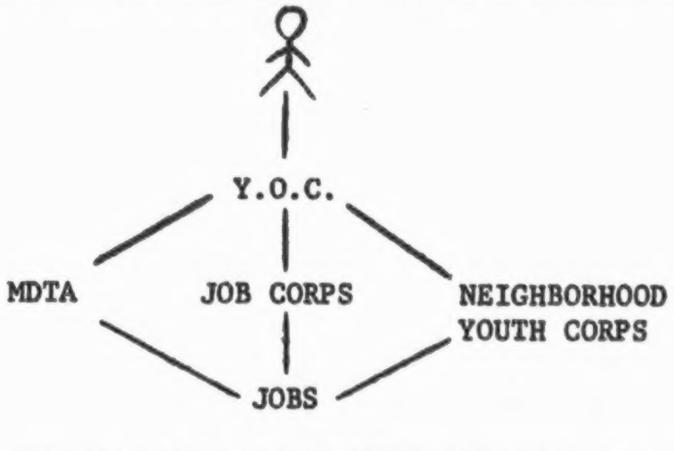
YOUTH OPPORTUNITY CENTERS

Youngsters between the ages of 16 and 21 have an opportunity to find gainful employment by applying at the nearest Youth Opportunity Center. These centers are designed to prepare youths for work and to give them elementary work skills and training. The Youth Opportunity Center also develops jobs for these youths and places them on jobs.

Many youthful offenders are handicapped in looking for a job when they first come out of a correctional institution. They lack education, skills, and steady work habits. These are all essential to getting a job. Often the attitudes of these youths towards work irritates the employer who might otherwise give them a chance. Youth Opportunity Centers can help to correct this unfortunate situation by directing these young people into such programs as those conducted under the Manpower, Development, and Training Act, the Job Corps, and the Neighborhood Youth Corps.

Youth Opportunity Centers may provide the following services:

Exploratory interview
Counseling, both individual and group
Testing, to determine aptitude and achievement level
Occupational information
Referral to training facilities
Referral to community facilities for diagnostic and remedial services
Referral to and placement in part-time and full-time jobs
Follow-up to assure satisfactory adjustment to a referral facility



Among the Youth Opportunity Centers in Massachusetts are the following:

1. Apprenticeship Information Center, 408 So. Huntington, Jamaica Plain
2. Cambridge, 727 Massachusetts Avenue
3. East Boston, 68 Central Square
4. Jamaica Plain, 408 So. Huntington
5. Lynn, 172A Broad Street
6. Springfield, 501 State Street
7. Worcester, 26 Vernon Street

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